Pioneers Pionniers 2000

A National Conference on Canadian Immigration

Conférence nationale sur l'immigration

FINAL CONFERENCE REPORT

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July 2000
ISBN# 1-895992-71-0

Business Council of Manitoba

The Council for Canadian Unity
Le Conseil pour l'unité canadienne

CanadaWest FOUNDATION

101-00776/

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EXECUTIVE SUMMARY

1. BACKGROUND

From May 4-6, 2000, over 160 delegates met in Winnipeg, Manitoba for ***Pioneers 2000***, a conference on the future of Canadian immigration policy. ***Pioneers 2000*** was designed to highlight the role played by immigration in Canada's history and its critical importance to Canada's future. The idea for the conference emerged from a dilemma facing the Manitoba economy. At the same time that low unemployment rates are creating significant shortages of skilled labour, the province is attracting significantly less than its proportionate share of Canadian immigration. As a result, the business community is encountering ongoing frustration in the recruitment of skilled workers. The question for both Manitoba and the country at large is how can national immigration policies better accommodate regional economic needs? More specifically, can a greater role be played by provincial governments, business, and community organizations in the attraction and retention of immigrants? The conference was jointly organized and hosted by the Business Council of Manitoba, the Canada West Foundation, and the Council for Canadian Unity, and was generously supported by numerous governments and businesses across Manitoba, the West, and Canada. ***Pioneers 2000*** was an invitational event that attracted participants with a wide range of interests and concerns over immigration policy, including government decision-makers, key business leaders, public servants, community leaders, academics, representatives from a variety of non-government organizations with expertise in immigrant settlement, and citizens at large. Delegates heard from over 25 distinguished speakers and panelists. The event employed a format where delegates could learn from others but also participate actively in small group discussions to generate concrete options and policy recommendations on a wide range of immigration related issues.

2. GENERAL CONCLUSIONS

Conference participants did not challenge the essential direction of current immigration policy, but strong concerns did emerge about the details of that policy, its ability to meet regional economic needs, and the resources that Canada was committing to immigration in light of the new realities of a global economy. It was widely recognized that immigration has played and will continue to play a critically important role in Canada's economic prosperity and demographic renewal. At the same time, given increasing international competition for skilled workers, Canada needs more vigorous policies for the recruitment and retention of immigrants. It was also felt that national immigration policy should be redesigned to increase the regional diffusion of immigrants. Finally, provincial governments, businesses and community organizations want to play a greater role in both the recruitment of immigrants and the provision of appropriate support services. An expanded role for these groups should be encouraged. (A more complete discussion of the conclusions and policy recommendations starts on page 28.)

3. THEMATIC CONCLUSIONS

There was a sense that Canada may be losing sight of the important role that immigration has played in our development, and how it can continue to contribute to our economy and society. Participants expressed less concern with recruiting highly skilled immigrants and more concern with attracting immigrants who are willing to work and have the potential to make a positive contribution to Canada. Participants were also quick to acknowledge the positive contribution that immigration makes to cultural diversity, and the value of diversity as an economic asset in a globalized environment. While immigration was clearly seen as a positive contributor to the Canadian economy, participants recognized that it does not always have strong public support. Thus, there is a need to link immigration to other issues that dominate contemporary Canadian political discourse. Only when immigration issues are cast within this larger context will Canada fully recognize the contribution of immigration.

There was strong support at the conference for enhanced efforts to attract immigrants to Canada. Current recruitment efforts were seen as too modest in light of increased international competition for skilled labour. Implicit in this support for more vigorous recruitment policies was support for increased levels of immigration. In addition, there was broad and often impassioned support for a greater role by provincial governments, business, and community organizations in the recruitment of immigrants. Participants also urged a renewed emphasis on attracting immigrants to Canada and less emphasis on periodic problems with illegal immigrants. Throughout the conference, considerable emphasis was placed on the need to promote a broader regional diffusion of immigration. A situation in which more than three-quarters of immigrants settle in only three cities is not sustainable in the long run and will lead to sub-optimal recruitment. It was acknowledged from the outset that some tension may exist between enhanced immigration and chronically high levels of unemployment in Aboriginal communities. Although Aboriginal participants stressed the linkage between Aboriginal policy and immigration policy, most conference participants felt that the two need not be entangled.

4. GENERAL RECOMMENDATIONS

Many of the general recommendations show participants supporting an expanded and more vigorous national debate on immigration policy, and above all else, a desire to foster a more visionary immigration policy.

- Given the increasing international competition for skilled workers, Canada has to be more active in recruiting immigrants. At the same time, Canada cannot afford to be overly preoccupied with seeking out only highly-skilled immigrants. Immigrants with a willingness to work and with access to both public and industry training programs can make a very positive contribution to the Canadian economy. In short, prior training should not be stressed to the exclusion of ability and potential.
- National immigration policy should promote a greater regional diffusion of immigration across the country.
- Provincial governments and the business community should be encouraged to play a greater role in both the recruitment of immigrants and ensuring that community supports are in place for new immigrants. The provinces need to play a larger role not only in recruiting and selecting immigrants, but in developing job and language training programs. It was argued that municipal governments also have a role in order to ensure that local community needs and concerns are being addressed.
- Provincial nominee programs should be significantly expanded both in terms of numbers and federal promotion.
- More resources need to be committed to Canadian immigration offices abroad. Canadian officials may lack the resources they need to meet present demand much less any increased demand.
- Governments, business, and professional associations need to cooperatively address the issues surrounding accreditation. The recognition of an immigrant's formal educational credentials and professional work experience is lagging. This creates barriers for immigrants and does not lead to maximizing their economic and social contributions to Canada.
- The benefits and facts about immigration need to be more aggressively encouraged and communicated to Canadians.

5. SPECIFIC POLICY RECOMMENDATIONS

Pioneers 2000 provided a "feast of ideas" for an enriched immigration policy debate in Canada. While the list below is not exhaustive, it does provide a taste of the wide range of ideas considered.

- It should be easier for student visa holders to transfer to landed immigrant status. They are a natural immigration pool.
- Corporations could be given visas to recruit temporary workers, provided that they guarantee employment support.
- Provincial nominee programs have been successful, and need to be expanded to encompass more immigrants. The ceilings could be removed on provincial nominee programs. Nominee programs could also pick up individuals who "almost qualify," provided that the provincial governments are prepared to guarantee social support.
- Immigration policy should do more than fill holes in the Canadian labour market. It should build on excellence by seeking out immigrants for those areas of the Canadian economy where we hold an international edge.
- It should be easier for workers on temporary visas and workers who have demonstrated a capacity to contribute to the Canadian economy to apply for landed immigrant status.
- Immigration should be promoted as one of the "unifying myths" Canada needs in a period of rapid social and economic change.
- Governments should not second-guess the business community when assessing the skill sets of potential immigrants.
- Unpaid work experience such as volunteerism and work in the home should be recognized in the selection process.
- Immigration application and landing fees should be reassessed.
- Too much weight may currently be placed on the ability to speak English or French prior to immigration.
- The selection process could consider assessing the family as a unit rather than focusing on one principal applicant. Skills and the potential to succeed in Canada do not reside in one person, but can be shared among all family members.

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"I suggest to you that the conference is particularly appropriate, both as to time and to place. As to time, the 20th century, which apparently was to belong to Canada, has ended. As that century began, the Pacific Railway had been completed, and Laurier's aggressive immigration policy was welcoming thousands of new arrivals and fostering the cultivation of the western prairies. Winnipeg was acknowledged as the gateway to that vast territory of the northwest. So it is appropriate indeed that as we begin this new century, we meet here in Winnipeg to discuss and review Canadian immigration policies."

Dr. Arthur Mauro, Conference Chair

1. Background

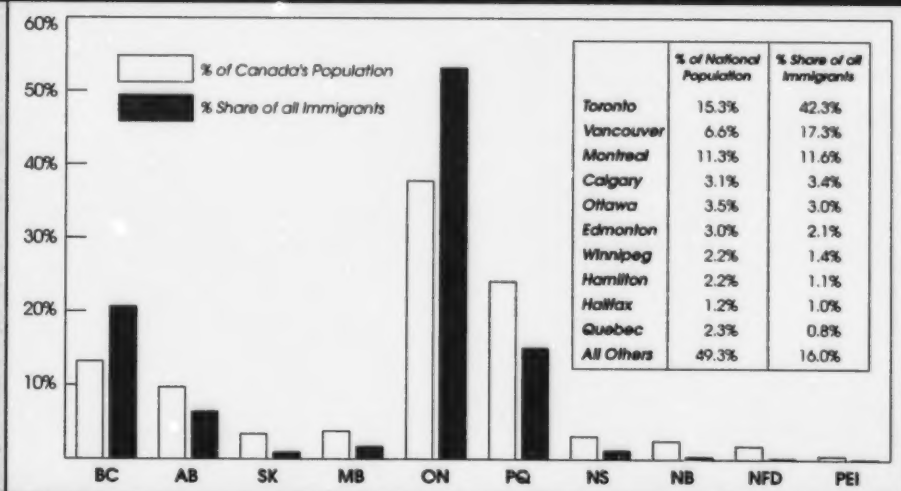
From May 4-6, 2000, over 160 local, provincial, national, and international delegates met in Winnipeg, Manitoba for ***Pioneers 2000***, a conference on the future of Canadian immigration policy. The three day event attracted an impressive group of participants to discuss the challenges facing Canadian immigration policy at the turn of the 21st century. Participants included government decision-makers, key business leaders, public servants, community leaders, academics, representatives from a variety of non-government organizations with expertise in immigrant settlement, and citizens at large who share an active interest in immigration policy. ***Pioneers 2000*** was designed to highlight the role played by immigration in Canada's history, its critical importance to Canada's future, and to consider how national immigration policies could better reflect and accommodate specific regional economic needs.

For a number of reasons, the City of Winnipeg was an ideal site to discuss the question of an improved and enhanced immigration policy for Canada. Winnipeg's history is clearly underscored by past immigration, and as such, it boasts a rich legacy of cultural diversity. At the same time, Winnipeg illustrates the pressing contemporary need for immigration, and the problems that arise from the lack of regional diffusion in the settlement patterns of immigrants. Winnipeg, therefore, provided an appropriate microcosm for the Canadian immigration experience, past, present, and future.

2. Purpose of the Conference

The idea for a conference on Canadian immigration policy emerged from a dilemma facing the Manitoba economy. At the same time that low unemployment rates are creating significant shortages of skilled labour, the province is attracting significantly less than its proportionate share of Canadian immigration ***(see Figure 1)***. As a result, the business community is encountering ongoing frustration in the recruitment of much needed skilled workers. The question for both Manitoba and the country at large is how can national immigration policies better accommodate regional economic needs? More specifically, can a greater role be played by provincial governments, business, and community organizations in the attraction and retention of immigrants?

FIGURE 1: Intended Destination of Immigrants to Canada, 1998



	% of National Population	% Share of all Immigrants
Toronto	15.3%	42.3%
Vancouver	6.6%	17.3%
Montreal	11.3%	11.6%
Calgary	3.1%	3.4%
Ottawa	3.5%	3.0%
Edmonton	3.0%	2.1%
Winnipeg	2.2%	1.4%
Hamilton	2.2%	1.1%
Halifax	1.2%	1.0%
Quebec	2.3%	0.8%
All Others	49.3%	16.0%

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PIONEERS 2000: INTRODUCTION

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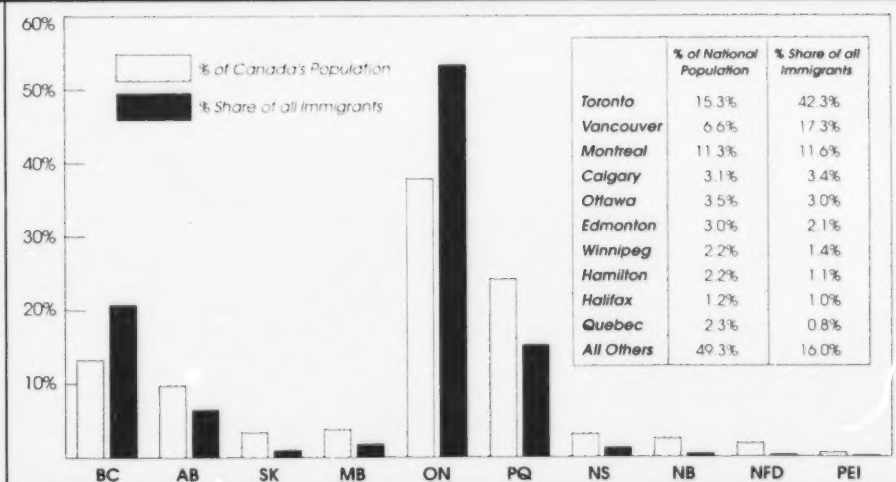

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SOURCE: Derived by Canada West from Statistics Canada and Citizenship and Immigration Canada *Facts and Figures 1998*

3. Conference Themes and Key Questions

Clearly, the topic of immigration policy spans a wide array of themes and issues. Delegates to ***Pioneers 2000*** were invited to consider a number of broad themes, and were then asked to address a number of specific questions under each theme:

Theme 1: IMMIGRATION AND THE ECONOMY
Key Questions:

- *How can Canada maximize the positive economic impacts of immigration?*
- *Do we have the right mix among the various classes of immigrants?*
- *How do we reconcile immigration and high levels of aboriginal unemployment?*
- *Do we have the right balance between pre-immigration language requirements and post-immigration language instruction?*
- *Do we have the right balance between pre-immigration skill requirements and post-immigration training?*
- *How can we better reconcile regional economic needs and national immigration policy?*

Theme 2: NATION-BUILDING, SOCIAL INTEGRATION, AND TENSIONS
Key Questions:

- *What are the linkages between immigration policy and the broader dynamics of national unity and national integration?*
- *How can we strengthen the contribution of immigration to national unity?*
- *How do we maximize and illustrate the contribution of immigration to Canadian culture?*

Theme 3: SETTLEMENT POLICY AND PRACTICE (Parallel Session)
Key Questions:

- *What settlement policies work the best?*
- *What is a "welcoming community" from the perspective of immigrants?*
- *Can the contribution of provincial and local governments be improved?*
- *How can we strengthen the contribution of non-profit organizations?*

Theme 4: FEDERAL-PROVINCIAL IMMIGRATION AGREEMENTS (Parallel Session)
Key Questions:

- *What has worked well with existing federal-provincial immigration agreements, and what has not?*
- *How can these agreements be improved?*
- *Is there a better model?*

"Immigration is a complex policy issue that intersects with regional interests, national concerns, as well as international realities."

Hon. Elinor Caplan
Minister, Citizenship and Immigration Canada

"One of the best decisions that my family ever made was to come to Canada... This kind of conference has the ability to actually make some changes, to make some differences. In a country the size of the United States, that just wouldn't happen. So I appreciate and I am eternally grateful for the willingness of the Canadian community and family to accept me and my family, and I will do my best in my personal and professional life – for the rest of my life – to make sure that it was a good decision on the part of Canada too..."

Hon. Becky Barrett,
Minister of Labour, Multiculturalism, The Civil Service, and the Workers' Compensation Act of the Government of Manitoba

Theme 5: INTERNATIONAL EXPERIENCES (Parallel Session)
Key Questions:

- *What can we learn from the experience of other countries?*
- *Are there specific lessons that might improve Canadian immigration policy?*
- *How do other countries address differing regional economic needs?*

Theme 6: POLICY REALITY ON THE GROUND (Parallel Session)
Key Questions:

- *How can we improve the immigration process?*
- *Are we doing enough to attract immigration?*
- *Are we meeting the language training needs of new immigrants?*
- *What are we doing well, and what could we be doing better?*
- *Do we have an adequate "safety net" for new immigrants?*

Theme 7: THE ROLE OF THE BUSINESS COMMUNITY (Parallel Session)
Key Questions:

- *What role can and should business play in attracting new immigrants to Canada?*
- *How can immigration policy better accommodate the needs of the business community?*
- *Why are some businesses more successful than others in retaining immigrants?*

"The Pioneers 2000 Program will give each participant an opportunity to both listen to others and to express their point of view. It is our hope that the sharing of ideas and issues will underline the significance of immigration in the national experience. We are confident that the recommendations from conference participants will have an impact on policy development."

Letter from Dr. Arthur Mauro welcoming participants to Pioneers 2000.

4. Background Materials

Prior to arriving at the Winnipeg Convention Centre, participants were provided with a comprehensive package detailing the various events of the conference. A set of biographies on the conference speakers and panelists, a Conference Workbook, and several research reports discussing the issues in-depth were also included. The research reports prepared for the ***Pioneers 2000*** Conference included:

Australian Immigration Policy and Outcomes During the 1990s
Dr. Bob Birrell, Department of Sociology at Monash University and Director of the Centre for Population and Urban Research

Immigration Policies in Israel
Dr. Iris Geva-May, Division of International Relations, University of Haifa, Israel

As the World Turns: A Profile of Canadian Immigration at Century's End
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5. Conference Format

Pioneers 2000 was an invitational event that attracted participants with a wide range of interests and concerns over immigration policy. As such, the event employed a format where delegates could learn from others but also participate actively in small group discussions to generate concrete options and policy recommendations. For the first two themes (Immigration and the Economy and Nation-Building) all participants were assigned to one of nine workshop groups comprised of about 15 to 20 participants each. Prior to the workshops, participants attended a plenary session to hear presentations given by a panel on these two aspects of immigration policy. Following the panel, participants were provided an opportunity to dialogue with the panelists.

The conference then broke into the smaller workshop sessions which provided a forum for a free interchange of ideas and opinions. The workshops were an important part of the conference, allowing participants to discuss the issues in a small group setting and distill their ideas into a set of concrete policy recommendations. Each workshop group was chaired by a facilitator to ensure an open and frank discussion on the full range of ideas that participants felt were relevant and wished to discuss. Notetakers were assigned to all workgroups to keep a running record of the discussion. After the workshop sessions, each group selected a reporter to develop an official summary of the discussion which was delivered at the next plenary. Every workshop group addressed the first two themes on the first day of the conference.

*Throughout **Pioneers 2000,** participants spent significant time in workshop sessions for an in-depth discussion of the various aspects of immigration policy. From left to right, Gerry Clement, Jim Carr, George Addy, Joan Atkinson, and Ken Zaifman lead a workshop on federal-provincial immigration agreements.*

On the second day of the conference, participants were provided an opportunity to join one of five "parallel" workshop groups to discuss a specific aspect of immigration policy such as settlement and integration or intergovernmental immigration agreements. Each workshop began with a panel presentation and then moved into a discussion. All five groups then reported back in a plenary session. ***Pioneers 2000*** was entirely open to the media, which took an active interest in the issues being discussed. Regular reports on immigration and the conference emerged in newspapers, television, and radio.

"The workshops are an important part of this event for a couple of reasons. They are not only an opportunity to discuss and debate what you hear from the keynote speakers and other panelists, but they are really an opportunity to digest and distill what you have heard into a set of policy recommendations that we can carry forward in the final report."

Dr. Roger Gibbins challenging participants to grapple with the issues before the first workshop session.

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6. Conference Speakers and Panelists

Pioneers 2000 drew an outstanding group of national and international speakers and panelists widely recognized for their expertise on immigration issues. The conference's opening keynote address was delivered by Dr. Demetrios Papademetriou, a Senior Associate and Co-Director of the International Migration Policy Program at the Carnegie Endowment for International Peace in Washington, D.C. Dr. Papademetriou was joined by 24 other speakers who served on selected panels throughout the conference (a list of speakers and panelists is included in the Appendices).

*Delegates were treated to an impressive list of keynote speakers representing the municipal, provincial, and federal levels of government, as well as academic experts, representatives of business, and community leaders. Here, delegates listen to a keynote presentation following one of the **Pioneers 2000** luncheons.*

Throughout the conference, a distinguished group of special keynote speakers also addressed delegates at official receptions, plenary sessions, and breakfasts and luncheons. Special speakers representing the federal government included the Hon. Ron Duhamel, Secretary of State for Western Economic Diversification and the Francophonie, the Hon. Lloyd Axworthy, Minister of Foreign Affairs, and the Hon. Elinor Caplan, Minister of Citizenship and Immigration. Representing the provincial government was the Hon. Gary Doer, Premier of Manitoba. Municipal officials also addressed the conference, and included Winnipeg Mayor Glen Murray and Calgary Chief of Police Christine Silverberg. Dr. Angus Reid from the Angus Reid Group also addressed the conference, giving the results of a national opinion survey on Canadian and U.S. attitudes towards immigration.

Through keynote addresses, plenary sessions, panel discussions, and breakout groups, participants addressed a wide range of immigration policy issues. To add colour and richness to their deliberations on these issues, delegates also heard from several cameos – individuals who had recently immigrated to Canada – who shared with delegates their immigration experiences. The cameo presentations were widely appreciated by delegates as they added a unique practical dimension to the discussions.

At various points throughout the conference, delegates heard from several cameos who related to the conference their recent immigration experience. The cameos added a richness to the event by moving the deliberations away from the theoretical to the more practical.

7. Conference Organization

Pioneers 2000 was jointly organized and hosted by three organizations – the Business Council of Manitoba, the Canada West Foundation, and the Council for Canadian Unity. To provide valuable assistance and guidance, the three organizations struck a special national ***Steering Committee*** chaired by Dr. Arthur Mauro. The Steering Committee included Ms. Gail Asper, Dr. Gordon Chong, Mr. Arthur DeFehr, Mr. Kerry Hawkins, Mr. Paul Hill, Dr. Jack Jedwab, Senator Richard Kroft, Dr. Roslyn Kunin, Ms. Aldéa Landry, the Hon. Pearl McGonigal, and the Hon. Duff Roblin, former Premier of Manitoba.

In addition to the Steering Committee, an ***Organizing Committee*** was created to deal with the day to day aspects of pulling together such a large event. The Organizing Committee was comprised of representatives of the three hosting organizations, and included Mr. James Carr, President and CEO of the Business Council of Manitoba, Dr. Roger Gibbins, President and CEO of the Canada West Foundation, and Ms. Michèle Stanners, Regional Director (West) of the Council for Canadian Unity.

8. Financial Contributors

Pioneers 2000 was generously supported by numerous governments and businesses across Manitoba, the West, and Canada. This financial support is deeply appreciated, and was critical to the success of the conference. Government sponsors of ***Pioneers 2000*** included the Government of Canada (Citizenship and Immigration, Canadian Heritage, and Western Economic Diversification) and the Province of Manitoba. The business community was also extremely supportive. Business sponsors included Palliser Furniture, CanWest Global Communications, Air Canada, Investors Group, Cargill, Loewen Windows, Ceridian, MTS, James Richardson and Sons, Great-West Life, Nygaard, Royal Bank, Manitoba Hydro, Corpav, Western Glove Works, Peerless Garments, Gemini Fashions of Canada, and Manitoba's Credit Unions. The organizers of ***Pioneers 2000*** express their appreciation to these organizations for recognizing the importance of immigration to the future of Canada and choosing to invest in that future.

9. Final Report

This document is the official report of the proceedings of ***Pioneers 2000***, and includes a brief summary of all presentations given at the conference and the results emanating from the various workshop sessions. In writing this report, the authors have relied upon the written summaries issued by the workshop Reporters, their verbal summations given at plenary sessions, and the notes taken by the workshop notetakers. Following the conference, all of this material was thoroughly examined, and then collapsed into a list of thematic conclusions, general recommendations, and specific recommendations.

Although no attempt was made to quantify a conference consensus, there was nonetheless broad support for a number of initiatives and directions for the future of immigration policy. In general, conference participants did not challenge the essential direction of current immigration policy, but strong concerns did emerge about the details of that policy, about its ability to meet regional economic needs, and about the resources that Canada was committing to immigration in light of the new realities of a global economy.

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PIONEERS 2000: OPENING RECEPTION

The opening reception to ***Pioneers 2000*** featured a unique exercise which helped delegates put Canada's immigration selection process into personal context. After registering, delegates were required to interview with an "immigration officer" to determine their eligibility to immigrate to Canada based on today's immigrant selection criteria. As part of the exercise, delegates were first asked to assume the persona of their last ancestor to immigrate to Canada, and were then asked a series of questions to test their admissibility under today's points system. Questions included their level of proficiency in English or French, their age, educational level, and occupation. Those delegates who passed the bevy of questions were issued a tag stating they were "landed" in Canada, while the others were issued tags which stated "rejected." Only a handful of delegates secured a landed immigrant tag. In fact, the great majority of delegates failed to meet key elements of the current selection criteria. The exercise would be commented upon throughout the conference as delegates felt it reflected some of their concerns with Canada's current selection process.

*Delegates to the opening reception of **Pioneers 2000** were required to interview with an "immigration officer" to determine whether or not they could land in Canada based upon current selection criteria. Here, Winnipeg Mayor Glen Murray "interviews" a delegate wishing to "immigrate" to Canada.*

At the reception, delegates were also provided with an opportunity to meet one another, renew acquaintances, and interact informally prior to getting down to the work of the conference. The reception was well attended by both delegates and media.

At the opening reception, delegates were provided with an opportunity to meet and informally interact prior to beginning the discussions over immigration policy. Here, Manitoba Premier Gary Doer meets with delegates prior to his opening comments.

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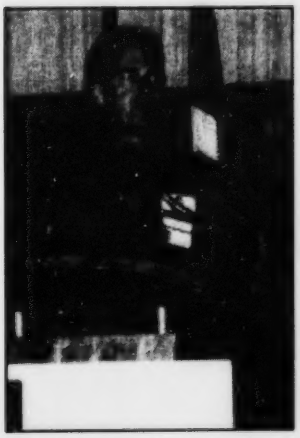
At the opening reception, participants were welcomed by Conference Chair Dr. Arthur Mauro, and Mr. James Carr, President and CEO of the Business Council of Manitoba. Guest speakers for the evening included the Hon. Gary Doer, Premier of Manitoba, the Hon. Ron Duhamel, Secretary of State for Western Economic Diversification and Francophonie, and Mr. Glen Murray, the Mayor of Winnipeg. Besides welcoming delegates, the speakers urged the conference to work diligently in arriving at new ideas and approaches to meeting the global and economic challenges facing Canada in a world where increased competition for highly skilled immigrants is today's reality.

***Pioneers 2000** Conference Chair Dr. Arthur Mauro (right) meets with delegates at the opening reception. In his opening remarks to the conference, Dr. Mauro explained his personal interest in immigration, how it has contributed to Canada's past, and how a review of immigration policy is needed.*



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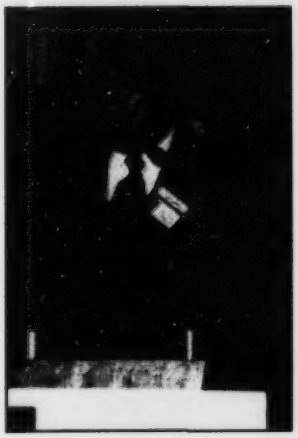

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Winnipeg Mayor Glen Murray welcomed delegates to his city, adding that immigration will continue to play a vital part in building Canada's urban places.

"I am the son of immigrants. When my grandparents and parents arrived in this country, they could have passed no test other than those of good health, good character, and a willingness to work. They were asked to make Canada their home, and give their best to make this nation a little better. For its part, Canada offered freedom, equality before the law, and the opportunity for a life better than what they had had. And I say to you, both parties honoured that covenant. I've been the beneficiary of that covenant, and I have an obligation to sustain the national dream of a country diverse in culture, but unified in purpose."

Dr. Arthur Mauro
Conference Chair

KEY NOTE ADDRESS: DR. DEMETRIOS PAPADEMETRIOU

"I tried to land in Canada last night. And I was rejected. So for you, the organizers, that tells you that you are really sort of scraping at the bottom of the barrel, to have as a keynote, someone who was rejected."

"The story of the 21st century may well not be the story of how immigrants concentrate in a few large cities around the world. Rather, the story of the 21st century may be how immigrants are dispersed throughout the rest of these societies."

"Immigration will expand past the current receiving countries to others who need low and high skilled workers. There is now extraordinary competition among all first world nations for highly skilled immigrants – for the same kind of people. Much depends on the system you have if you will get the immigrants you need."

"Fundamentally, the end of my remarks suggest that we have a gigantic and enormous public relations challenge that is facing all of us."

Dr. Demetrios Papademetriou, Keynote Speaker

The official conference agenda kicked off with Dr. Demetrios Papademetriou, who served as the ***Pioneers 2000*** keynote speaker. In his address to the conference, Dr. Papademetriou first provided delegates with a statistical picture on historical and current patterns in international migration, and then went on to outline the demographic challenges facing the world's developed nations. According to current estimates, there are about 140 million people now living outside of the country in which they were born. While this number does sound large, it only represents about 2% to 2.5% of the world's current population. This percentage has not changed much over the past 30 years.

With regards to the regional dispersion of immigrants, Dr. Papademetriou suggested that Canada is not alone in experiencing a concentration of new arrivals in only a few selected provinces and cities across the country. In the United States, 75% of all immigrants land in one of seven states and eleven cities in those states. Over the next 20 years, there is little reason to expect this situation to fundamentally change. At the same time, however, there is evidence to suggest that international migration is undergoing a "spreading effect" or a "democratization" where immigrants are beginning to head to regions outside the more traditional and popular landing sites. In the American context, for example, those states other than the seven which receive the great majority of immigrants have been receiving newcomers throughout the 1990s at a much faster rate – a rate twice that of the seven most popular immigrant receiving states. This trend is encouraging, and it could well be the new story of immigration in the 21st century. But, over the short term, this trend will have to accelerate substantially if it is to fundamentally alter the regional status quo.

*Dr. Demetrios Papademetriou served as the **Pioneers 2000** keynote speaker. He provided delegates with a statistical snapshot of immigration trends and patterns on a global scale, and then moved on to speak about the serious demographic challenges confronting all developed nations.*

According to Dr. Papademetriou, the issue of immigration will move up the political and economic agenda as the developed world confronts the new demographic reality of a low fertility rate, an aging population, and "baby boomers" leaving the workforce. Dependency ratios (the workers required to pay for social programs versus those who are retired and using the programs) will continue to deteriorate, and the challenge this scenario poses are immense. The OECD estimates that the unfunded pension liability in the developed world stands at almost $34 trillion, and pension expenditures (as a percentage of GDP) will double for most developed countries over the next 20 years. This, combined with the increased cost and usage of medical care by an aging population means that developed nations must move beyond accepted paradigms and "stop-gap" measures such as postponing retirement, relying on temporary workers, or hiking social program premiums. While immigration is an obvious strategy, competition for young, highly skilled immigrants will only increase as time goes on. As such, it is critical for countries to establish themselves as popular immigrant destinations if they are to enjoy future stability and economic growth. Those that succeed in the effort will be well situated and those that do not will experience decline. A key problem, however, is managing the friction between pro-immigration and anti-immigration forces. A sustained effort will be needed to convince people of the importance of immigration to a more secure and prosperous future.

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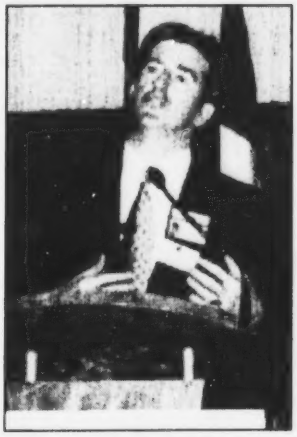

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1. Dr. Roslyn Kunin, *Director, The Laurier Institute*

Roslyn Kunin opened the panel by confirming that immigration has always been a positive economic force for Canada, and that there was no point in "boring" the conference with statistics that have been well documented in recent research on the topic. Dr. Kunin went on to link the current selection criteria used by Immigration Canada to the economic potential of immigrants. In her opinion, the essential selection criteria should focus on those factors that potential immigrants can earn – factors that demonstrate energy and an ambition to succeed in Canada. For example, those applicants that have demonstrated a willingness to learn English or French and have secured a higher level of education indicate they have ambition to contribute and succeed in Canada. The question that should be asked of potential immigrants is not "what can you do in Canada," but "what have you done with your life so far," said Kunin.

"Anything that immigration [does] can be countervailed if we are losing either the people who come here and don't stay, or if we are losing native-born Canadians."

Dr. Roslyn Kunin

2. Dr. Don DeVoretz, *Economist, Simon Fraser University*

Don DeVoretz argued that Canada is in a weakening economic position in terms of recruiting immigrants, and part of the solution is to move ahead with a general devolution of immigration policy as well as pursuing a "regionalization" of that policy. Dr. DeVoretz went on to list nine ways that Canada could attract more immigrants. Suggestions included making it much easier for foreign students studying in Canada to land as immigrants. These potential immigrants are already accultured to life in Canada and are a "natural" pool of immigrants. Secondly, Canada could attract potential immigrants by dramatically expanding the number of visas issued to temporary workers, and allowing their spouses to work. Dr. DeVoretz also argued that entrance should not focus so strongly on the principal applicant, but that the spouse and even the family as a unit should be assessed since all skills are not possessed by the principal applicant alone. For example, a principal applicant might not know French or English, but perhaps his or her spouse does. He also called for increasing the number of Private Sector Visas to allow businesses to recruit more immigrants, and suggested that Canada reinstate a policy where tax "holidays" are given to Canadians returning from studies abroad. Canadians returning home would pay taxes for the first three years, but then have a holiday on the fourth year. This is a very visible and effective incentive to put down roots in their home country. The amount of taxes foregone upfront would be more than paid back if people settled for the long term.

"Canada's immigration policy, like its hockey teams, has seen better days. While the United States is subscribing to the 'Bill Gates Visa' for highly skilled people, and the European Union is expanding its member states which will dry up our sources of immigrants from Poland and Central Europe, and China has the temerity to tell us how to run our refugee policies, we find ourselves in the midst of substantial emigration..."

Dr. Don DeVoretz

3. Hon. Otto Lang, *Consultant and Former Minister of Immigration*

Otto Lang argued that one of the demographic realities of Canada is that the population of the country is very small compared with the territory the country covers. This reality creates an economic problem in that the financial burden of continually developing the country rests on such a small population. If the financial burden is equal to or exceeds that in other countries, emigration and "brain-drain" will inevitably result. As Minister of Immigration in the 1970s, Mr. Lang argued for an aggressive immigration policy as a way to dramatically expand the population of Canada. He urged delegates to "think big" and consider a Canada that had a population of 50 million. While that number might scare those living in the two main immigrant-receiving cities of Vancouver and Toronto, he added that the government could employ incentives to ensure settlement across the country. With regards to the current selection process, he also argued for giving more power and latitude to individual immigration officers. He echoed Roslyn Kunin's sentiments that the potential of immigrants, as measured through factors reflecting ambition, should be the key criterion. Decisions should not be arbitrary but immigration officers should be given at least a modicum of freedom to make selections based on their "gut feelings." Bonuses could be offered to immigration officials who consistently admit immigrants who are succeeding and contributing positively to Canada.

"The essential problem is that with the number of people we have supporting the infrastructure we have and the territory we are trying to cover, we do not have enough people. And the brain-drain...is essentially inevitable if the burden we are trying to maintain in terms of development...is equal to or superior to that in the United States."

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WORKGROUP 1

To maximize the economic impacts of immigration, licensing bodies, governments, and employers need to cooperate. Accreditation is a big issue. There is no evidence to suggest that immigration causes displacement of native-born people. Overall labour market issues of education and training need to be addressed.

The social context, the welcoming of individuals, and support systems were discussed. One idea is to give cultural groups "visas" to attract potential candidates they feel would be easier to retain, and who could be fast-tracked. A welcoming environment includes good support systems, an existing ethnic base, and available jobs.

The debate over the various "classes" of immigrants is artificial – there is little difference between classes since all who come do so with motivation.

The group felt that the selection process should consider the attributes and contribution of the family as a unit as opposed to focusing solely on the principal applicant.

Immigration officers need to know Canada intimately. Officers could be given wider discretion to grant visas based on intuitive sense.

An overlying theme through the discussion was that partnerships between government, business and cultural groups are needed to strengthen policy and increase acceptance of immigration in the community.

Language requirements were discussed, and the role of public and private educators. However, there was some disagreement on this issue and the group did not arrive at a consensus.

WORKGROUP 2

The prevailing assumption is that immigrants do have a positive impact on society.

The group focused on the attraction and retention of immigrants, and the regional question. The type of immigrant was also discussed.

Canada must deal with the issue of emigration.

Immigrant selection strategy should avoid an emphasis on fixed occupations and move towards skill set identification. There should also be a focus on competency training.

Unpaid work experience such as volunteerism and work in the home should also be recognized in the selection process.

All levels of government need to work in conjunction with accreditation associations and unions to remove barriers.

Governments should not use immigration to subsidize low wage industries, but rather, should focus on industrial development in and across the country's various regions.

Immigration policy should continue developing targets.

The group also discussed removing immigration fees such as head taxes and developing tax incentives to attract immigrants.

The group felt there were few trade-offs between aboriginal employment and immigration. Both would benefit from increased investment in education programs and job training.

WORKGROUP 3

A long-term view of the benefits of immigration needs to be held, especially the value of the second generation – the children of immigrants – who integrate well. We also need to look at the benefits of language training and fostering entrepreneurship in order to better establish and retain immigrants. Language training is an investment that pays returns.

The group discussed the impediments to meeting immigration targets. This may be related to difficulties abroad – under-staffed and over-worked immigration officials who must contend with an ambiguous view of immigration, and whether Canada has an "open-door" or a "closed-door" policy.

Increased immigration is more than just an economic decision, it is social and cultural. There should be greater flexibility to allow for local, provincial and regional options for immigration policy. Public-private sector partnerships should be encouraged to set policy and enhance immigrant adaptation.

It was generally agreed that it is not necessary for immigrants to speak English or French, but it is "obligatory" for them to maintain status in Canada.

As for Aboriginal unemployment and immigration, the group suggests that the two are distinct, but both need to be considered. By fostering entrepreneur-ship through immigration, jobs can be created and unemployment lowered.

WORKGROUP 4

The group questioned the value of potential immigrants having jobs ready when they land. Job potential may be more important than an available job.

Regional needs were discussed, but immigrants cannot be forced to locate in particular areas. People are more likely, however, to stay in an area where they have connections.

The waiving of processing and landing fees was discussed, but no consensus emerged. Targeted reductions are a possibility.

Immigration is reverse "brain-drain" for the source countries, but there was agreement that Canadian interests take priority.

Group felt that more training services were needed, but there was disagreement on how to cover the costs.

There was consensus on two goals: Canada needs to increase its immigrant intake and they should be more proportionately distributed. Ways to accomplish these goals include recognizing the credentials of immigrants, an increased role for business in selection, training and nomination, more municipal involvement to identify local needs, and more provincial involvement in terms of incentives and providing training and integration. A family connection could be a consideration for economic immigrants to enhance integration and retention.

The under-employment of Aboriginal peoples needs to be addressed, but no specifics emerged.

WORKGROUP 5

Canadians need to talk about making full use of those who come, such as maximizing the benefits of immigration by influencing what happens when people arrive.

Citizenship and Immigration Canada and Human Resources and Development Canada need to better co-ordinate between government and employers.

There is a big problem with visa officers' inconsistent decision-making. It was felt that visa officers will make good decisions if they are given the right "marching orders." Other options that were mentioned (but not necessarily agreed upon) included privatizing the selection process and instituting a lottery system.

Immigration goals appear to have shifted over time. The policies seem "okay" but the general approach is to keep people out of Canada. The overall policy may be exclusionary.

There are significant costs to immigration. To understand this cost we need longitudinal research that looks at 2nd and 3rd generation impacts.

Women don't have enough access to education and language training.

WORKGROUP 6

Several factors influence the ability of Canada to maximize the economic impacts of immigration. Selection should not be restricted to high levels of education or knowledge of English or French. Rather, we need to look at their employment record, their ability and will to work, and their family situation.

Provinces could play a larger role in selection, and the provincial nominee system could move faster. Immigration of graduate students and temporary workers who have proven themselves should be encouraged. There is also a need to recognize and value immigrant credentials.

Provinces and corporations need to be encouraged to identify and sponsor immigrants. The system needs to give priority to these candidates. Local opportunities could also be promoted.

In terms of the mix of immigrants, the group felt the current mix was "not bad" overall, but suggested that the current policy discourages the immigration of extended family members.

The group felt that more and better training in Canada was needed, and less emphasis should be placed on initial skill levels and more on abilities.

The group recognized the need to improve Aboriginal employment, but this should not be confused with the need for more immigrants. Even if the employment of Aboriginal peoples was improved, we still need increased immigration.

WORKGROUP 7

There are different types of business immigrants (some are ruthless profiteers, some create jobs in the enclave economy as opposed to the mainstream economy, some follow the "Chinese restaurant" model and hire and train family members, and some open a business only to fulfill the entry requirements). Canada needs to review which model it wants to encourage.

The system should be more open and recognize that allowing families to come to Canada is beneficial in that it keeps the earnings of employed immigrants in Canada and builds the social supports that make for strong communities.

The system should be simplified and recognize skills acquired in third world countries. The system should also be balanced - there needs to be enough "entrepreneurial" immigrants to support family members and refugees.

The various fees associated with the immigration process need to be reviewed. Some participants in the group felt that they could be eliminated altogether.

Immigrants with professional training or job skills need to have their credentials recognized at intake and after. Programs need to be set up to help skilled immigrants find jobs in their area of expertise (i.e. mentoring programs).

WORKGROUP 8

The economic potential of immigrants needs to be maximized. Provinces need to be more involved in training, and there needs to be more information for potential immigrants about the evaluation of credentials so they know what to expect. Immigrants need to be able to put their skills to work in the economy faster.

Professional associations need to be more involved. They need to be pushed so that immigration becomes more of an issue for them.

The learning capabilities of potential immigrants should also be assessed as well as their current education and skills.

There needs to be a balance in the mix of immigrants (i.e., among the three classes). The mix should reflect regional needs.

Enhanced family class categories have a positive impact on society – an extended family ensures the retention and productivity of immigrants.

Language requirements should be based both on regional and sector needs and capacities. Taking ESL is an indication of an immigrant's motivation, but accessibility to ESL programs is a concern. The extent to which training should be provided needs to be reviewed.

The issues of immigration and Aboriginal employment are linked and the same strategies should be used to address them.

WORKGROUP 9

Canada needs to maximize the economic potential of immigrants who are here.

Provinces need to be more involved in training. There is a need for credential recognition. Professional organizations (eg. College of Physicians and Surgeons) need to find ways to recognize foreign credentials.

In the selection of immigrants, learning capabilities as well as skills and abilities need to be assessed.

Regions which need more immigrants must first retain them if the overall number of immigrants is to increase. Family class immigrants have a positive economic impact, and ensure the retention of immigrants.

There is a need for balance among the various classes. The proportion of each class needs to reflect regional needs. Some regions may need more family reunification immigrants while others may need economic immigrants.

Group discussed the issue of language requirements. The need to speak either English of French is often dependent on the destination of the immigrant, the existence of other immigrants who can help, the availability of language training, and the type of jobs that are available. Historically, many immigrants did not speak either official language.

Canada also needs to maximize the economic impact of Aboriginal peoples. There is a sense that Aboriginal training has broader long-term goals while immigration can be used to satisfy short-term labour market needs.

"Increased immigration is more than just an economic decision, it is a social and cultural decision. There should be greater flexibility to allow for local, provincial, and regional options for immigration policy."

Marty Dolin
Reporting for Group 3

"To maximize the benefits of immigration we have to ensure that immigrants can fully utilize their skills. We have to ensure that accreditation procedures are in place to fully utilize the skills that people come to this country with."

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"In terms of regional economic needs, we felt that strengthening the nominee programs was the direction to go. These programs are responding to employers and what they need in terms of economic immigrants in their regions, and can better tie immigration requirements and recruitment to the needs on the ground."

Mohammed Bhabha
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"Immigration policies must recognize the injustice the earlier policies had on our peoples. Immigration policies must have a balance, with a sense of fairness and yet respecting the rights of our peoples."

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"If we stopped immigration, then we wouldn't be swamped. Or, would we? Would we become what a swamp is – a place where mosquitoes live but we don't?"

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Jack Jedwab

1. Grand Chief Rod Bushie, *Assembly of Manitoba Chiefs*

Grand Chief Bushie's comments on nation-building centered around the progress being made by First Nations to build their own nations by securing self-government under the new Framework Agreement Initiative. While non-Aboriginal Canadians look at nation-building on an international scale – developing Canada in comparison to other countries – Aboriginals see nation-building as a way to restore their communities. Chief Bushie also commented on the issue of social tension. He argued that one of the greatest contributors to social tension is simply the lack of understanding that people have for one another. Chief Bushie urged delegates to develop immigration policies that would take into consideration the role that Aboriginals want to play in Canadian society. For example, the wave of immigration that settled Western Canada with Europeans was arguably accomplished by dispossessing Aboriginal peoples. Future immigration policy must be made to work for all Canadians.

2. Dr. Desmond Morton, *Executive Director, McGill Centre for the Study of Canada*

Desmond Morton commented that there may be agreement for more immigration, especially in places like Winnipeg, but there remains a cultural anxiety that hangs over the economic, political, and commercial desire for increased immigration. Canadians know the history of the First Nations and how European settlement dispossessed them. The anxiety among many Canadians is that they do not want the same done to them. Thus, while income levels, taxes, training, and settlement are all aspects of immigration policy, there remains a "collective neurosis" about identity – a neurosis that often finds expression in the very places that receive the most immigrants. At the same time, most Canadians understand that the evolution of ideas in Canada is due very much to the presence of immigrants, whether it is was the development of medicare, the wheat pools, or the labour movement. If Canada is to continue benefitting from the economic, commercial, and cultural diversity that immigration brings, it is critical that immigrants be brought into the Canadian "contract." For Dr. Morton, a critical threat to Canada is that through a process of immigration and indifference to our history, Canada has forgotten to bring newcomers into the national contract – into a full understanding of what Canada is all about. Canada needs to fully disclose to all who come here the arrangements our ancestors have made, the history of the country, and the essential premises upon which it rests.

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Jack Jedwab started his presentation by commenting that currently, there is no highly charged emotional debate about immigration aside from a media focus on the recent spate of illegal aliens landing on the shores of the west coast. While there have been confrontations about the proper response, the matter of immigration does not rate high when compared to other issues. In addressing the issue of social tensions, Dr. Jedwab referred to the ironic myths and paradoxes that plague immigration in Canada. For example, one individual can claim that "immigrants take jobs," while in the same breath say that "immigrants contribute to the economy." Another might add that immigrants "stick together too much," while at the same time saying "they are a great contribution to Canadian culture." Another might add that Canada is "committed to ethnic diversity," but we should "just be Canadians." Dr. Jedwab argued that Canada will have to work through a number of cultural and identity issues if the country is to become more attractive to the type of immigrants we are seeking. The cultural and identity issue is very important in developing a collective attitude that is conducive to high levels of immigration.

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PANEL: NATION-BUILDING, INTEGRATION, AND TENSIONS

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4. Grand Chief Joseph Norton, *Mohawk Council of Kahnawake*

In his presentation to ***Pioneers 2000*** delegates, Grand Chief Joseph Norton offered reflections on his participation in the conference by relating a recent conversation he had with a community Elder. The Elder suggested that Chief Norton remind delegates of their history – that non-aboriginals are all in a sense immigrants. Chief Norton commented that there are two realities of life on the North American continent. This reality is not just an "English-French" reality, but a "native and non-native" reality. In determining the future of immigration policy in Canada, this native and non-native reality must be recognized and factored into the decision-making process. There is no doubt that Canada is a diverse nation. If one hundred Canadians were asked to define "Canadian", one hundred different answers would be offered. Managing this diversity is no easy task, but with a more clear understanding of both native and non-native roots, it is possible for different peoples – even sovereign First Nations within Canada – to work side by side in building the country together.

"Our mission is to survive as very distinct people. Our mission is also to convince our younger brothers and sisters, whether they have been here for 350 years or 400 years, or those that just recently arrived, that there is a way we can work together and we can survive..."

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Grand Chief Joseph Norton urged delegates to reflect on the history of immigration in Canada and its impact on First Nations.

5. Rick Salutin, *Journalist and Playwright*

Rick Salutin offered to delegates a unique perspective on the role played by immigrants in the process of nation-building. Traditionally, we view the task facing immigrants as simply finding a place in the new nation and then helping to build it by taking on the hard work that native-born Canadians reject. But immigrants also participate in nation-building in another way, and it is directly related to the fact that Canada's development proceeds much differently than that of other countries. There exists in Canada a sense of "anti-Canadianism" – a subtle disdain for Canadian heroes who have built the country. But immigrants come to Canada with a more patriotic spirit and a much more positive attitude about their newly adopted home. As such, immigrants have a special role to play in nation-building because they have not been inoculated with a sense of "self-hate" and "self-denial" that many native-born Canadians possess.

"I think we have actually gone through a period of nation-beating...This country really could use some sources of feeling more positively about itself. It deserves it."

Rick Salutin

The immigrant reality is a positive force in a country that oftentimes "beats itself up." Immigration can provide an offset to our lack of patriotism and our habit of continually comparing ourselves to the much larger and "sexier" neighbour to the south. In the past, immigration has been a source of strengthening our national identity, and Mr. Salutin argued that it can continue contributing to a "sense of self" in the future.

"Canada's nation-building proceeds differently than in other countries. There is an anti-Canadianism [towards those] who build Canada, and it is rooted in where they came from."

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WORKGROUP 1

1) *Linkages:*
Immigrants come to Canada with a sense of idealism.

Protecting segments of Canada's culture does not set a good example.

2) *Information and Education:*
Information and education do influence public perceptions. There is a strong need to communicate the facts about immigration in Canada through increased public awareness and celebrating diversity. Education, exposure, and understanding drive acceptance. A conscious decision must be made to convey the facts and inform the Canadian public.

3) *Reconciling Economic Needs:*
Regions that want to attract more people will benefit economically.
Regions can do this by promoting themselves.

4) *Maximizing contributions to Canadian culture:*
This can be achieved by supporting and celebrating Canadian multiculturalism.

5) *Reconciling Aboriginal Needs:*
Both Aboriginal needs and immigration can be addressed through partnerships between business, government, and cultural groups.

WORKGROUP 2

It is not up to us to define who and what it means to be Canadian.
Immigration will result in a multi-ethnic society.
We need to promote respect and understanding of all cultures.

Cross-cultural education is important – it dispels stereotypes.

Temporary visas should be granted to encourage immigration to less popular cities such as Winnipeg. There should be more provincial participation, but within federal barriers to ensure economic balance.

Low income levels should be reconsidered for less popular cities.

The family class has become too narrow with the exclusion of the elderly and others such as uncles and cousins.

Prior knowledge of English or French is not necessary to be an active participant in society.

Immigration and the employment needs of Aboriginals do not have to be at odds with one another. We need to learn the importance of sharing and respect from the Aboriginal experience.

One cannot solve the problem of national unity through immigration. It must be done through Constitutional reform.

WORKGROUP 3

Immigration stimulates the economy and benefits everyone. However, the felt impacts may differ across regions and among different types of Canadians.

The government and the public need to examine the broader picture of encouraging entrepreneurship.

Business must also become more vocal about the positive impacts of immigration, and create opportunities.

The value of immigration should be defended.

Manitoba is a unique case, and the Manitoba government should be applauded for the work they have done so far.

The group recognizes that some Canadians feel immigration may dilute national unity. As such, more public debate about the immigration issue is needed.

In the end, Canadian culture has to be defined in such a way that it is inclusive of all, such as Canadians with roots elsewhere and First Nations peoples.

WORKGROUP 4

Positive elements of immigration:

1) A dynamic immigration policy will help unite the country.

2) Newcomers can remind us that our internal national difficulties pale in comparison to other situations in the world.

3) The more diverse Canada becomes, the more understanding and tolerant we will be.

4) Immigrants inject new ideas and bring new perspectives that broaden our thinking.

Negative elements of immigration:

1) A lack of knowledge about the history of Canada could strain national unity. New Canadians need to understand why things are the way they are, and learn certain historical accommodations.

Reconciling Aboriginal Needs:

1) We need to strike a balance between efforts to encourage immigration and efforts to encourage the employment of Aboriginal peoples.

WORKGROUP 5

The group focused on 7 points:

1) Immigration is fundamentally changing (for the better) the way we see ourselves as a nation. People are able to define themselves in many ways and with many groups.

2) With regards to federal-provincial relations, it is clear that Quebec has taken a more active role. British Columbia and Manitoba are also becoming more involved.

3) Reconciling the needs of the Aboriginal community is not necessary prior to tackling questions of immigration policy.

4) Concerns were expressed about the inefficiencies in Quebec and Canada in the processing of immigration.

5) Canadians will move regularly within the country (both Canadians and immigrants alike). Increasing immigration helps Canada no matter where they move after arriving.

6) The 1991 Quebec Accord is giving the province additional immigration knowledge and experience, and an opportunity to test its policies.

7) National unity is supported by provinces being more involved in the immigration program.

WORKGROUP 6

Immigration levels impact housing, education, and law and order. Immigration policy must consider integration and absorptive capacity and avoid situations of resentment and discrimination. Integration is an exchange of histories and values. Working is the best means to integration.

Tolerance, law and order, democracy, peace and opportunities attract immigrants to Canada.

The building of common values and the acceptance of the traditions of others strengthens our country and promotes unity.

Provinces and businesses should have more influence over the selection of immigrants.

Education is also critical to integration. Understanding Canada promotes Canadian unity.

We need to revive Canadian history in our schools – not just the history of English, French, and Aboriginal history, but also immigrant history.

Immigration and Aboriginal issues should be addressed separately. Aboriginal self-government is the core issue. It should be addressed openly and we should not avoid discussing the difficult issues. Aboriginals and immigrants should share best practices.

WORKGROUP 7

The group discussed several issues and also arrived at several policy recommendations.

Issues of integration and settlement should be linked with cultural awareness programs and language training programs.

Access to community based programs also needs to be facilitated.

Role models and mentorship programs are needed to groom individuals so that they are able to reach full potential.

Immigrants must be given the opportunity to settle and learn the culture.

Integration can be achieved through cross cultural training.

Immigrants need some education on the skills they will need, like how to prepare and participate in a job interview. More resources are needed to make this education available.

Aboriginals and immigrants need to work together so that both learn skills and start with common ground. However, both groups have distinct problems, and this needs to be recognized.

WORKGROUP 8

There was discussion around the use of immigration by Quebec to further its political and demographic objectives.

Encouraging francophone immigration into provinces such as Manitoba and New Brunswick, which have existing francophone communities, can strengthen Quebecers sense of connection with other regions.

It is important to educate newcomers (as well as existing residents) about Canada. Immigrants encourage a discussion of who we are and what it means to be Canadian.

Regional economic needs can be addressed by enhancing provincial nominee programs. Employers should be more involved in the process of deciding what skills and abilities are needed.

Immigrants have had an incredible impact on our literature, film and food. We are doing something right, and we should continue.

Why are we not reaching our annual targets for immigration? This needs to be addressed.

There is a sense that Aboriginal issues are not being properly addressed at this conference, but also a sense that Aboriginal issues are beyond its scope. The group agreed that the impact of immigration on Aboriginal Peoples cannot be ignored.

WORKGROUP 9

1) *Immigration Policy Linkages:*
Many of us are still somewhat hyphenated Canadians. We often identify with more than one group. At the same time, Canadians are developing more of a sense of integration. This happens through the exposure of immigrants to Canadian history and tradition.

2) *Immigration Strengthens National Unity:*
By increasing and strengthening the contribution of immigrants, the national unity process becomes more democratic. This process also addresses regional disparity issues.

3) *Reconciling Regional Economic Needs:*
This can be done by devolving more power to provincial governments with federal financial support.

4) *Reconciling Aboriginal Needs:*
The move from reserves to the cities is analogous to the new immigrant experience. Both groups need adequate settlement services to help them adjust.

5) *Immigration as Nation Building:*
Interaction with new immigrants can have huge benefits for the community. The interaction of cultures and cross-cultural discourse increases our own self awareness as a nation.

"Partnerships between government, business, and cultural groups are absolutely necessary for our immigration policies to be stronger, for there to be greater acceptance in the community."

Diane Bampton
Reporting for Group 1

"It is not up to us to define who and what it means to be Canadian. Immigration will result in a multi-ethnic society. We need to promote respect and understanding of all cultures. Cross-cultural education is important and will dispel stereotypes."

David Davis
Reporting for Group 2

"In terms of national unity, it was much more difficult to grasp the issues and to come to any conclusions. Clearly, immigration changes the face of Canadian unity. People define themselves in many ways [and] ethnic origin add to the list. Generally, we considered immigration a good thing, but could not quite grasp how it impacts Canadian unity."

Ken Zaifman
Reporting for Group 5

PARALLEL SESSION: SETTLEMENT POLICY AND PRACTICE

Panel: **Ms. Adele Dyck,** *DFT International Inc.*
Ms. Rosaline Frith, *Director General, Integration, Citizenship and Immigration Canada*
Dr. Baha Abu-Laban, *Prairie Centre of Excellence for Research on Immigration*
Moderator: **Dr. Tom Denton,** *Citizenship Council of Manitoba*

The parallel session on settlement policy and practice reported a good session with many practical issues and potential solutions being presented, discussed, and debated. The group heard that the religious community is a primary driver in the role of settling and integrating immigrants, and their role as a client server on the ground should not only be recognized but also factored into partnerships for service delivery. It was mentioned that more efforts must be placed on public relations activities to highlight "victory" stories and dispel the myths about immigration.

The group also discussed broadening the application process to include family applications as a primary point of entry, and more aggressively seeking the input of employers in settlement issues. The group recognized the importance of immigration and customs officials in the immigration process, and suggestions did emerge to increase the number of immigration officials on the ground. Currently, they are under a great deal of stress and strain, trying to balance enforcement of the Immigration Act with the delivery of client services. Immigration officials report that they are working within a limited budget and it is very difficult to "be everything to everybody."

Delegates attending the parallel session on settlement practice heard from a number of speakers on the challenges they face in helping immigrants integrate into Canadian society. The group offered a number of suggestions to help ensure immigrants don't fall through the cracks and they can quickly become active participants in Canadian society.

Currently, about 80% of settlement resources go to building language programs for adults, leaving very little resources for other uses. The group felt that new strategies have to be developed in partnership with all groups and organizations involved in the delivery of settlement services. If a consensus in the country emerges on increased immigration levels, Canadians will have to be willing to support it by dedicating increased resources to settlement issues.

Several other concerns also emerged. One survey about food bank usage revealed that about 8% of all families using the banks were recent immigrants or refugees. The group felt that greater effort needs to be expended on new arrivals so they do not fall through cracks. The group realized that one of the best things that can be done is to get immigrants working as quickly as possible so they can actively participate in Canadian society. While securing a job was viewed as very important, the group also heard that immigrants did not rate current job help programs very highly. In one survey, language training was rated first, with job help rated tenth. One of the reasons cited for the lower rating of job help programs is the emphasis and resources dedicated to language training and the relatively poor access to job search services.

"When immigrants and refugees were asked about their concerns in coming to Canada, number one was finding and keeping a job. Number two was friends at home that still needed to come to Canada. Third was children and the future of their children, and fourth was learning English."

"[When immigrants] evaluate programs, housing and schools were rated the best and appreciated the most. [But they rated] fairly low the job help because access was so poor."

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"On immigration levels, if we want more, we have to be prepared to support it somehow, with whatever the assets and supports are needed to make it go."

Quotes from the Workshop Reporter

WORKGROUP 6

Immigration levels impact housing, education, and law and order. Immigration policy must consider integration and absorptive capacity and avoid situations of resentment and discrimination. Integration is an exchange of histories and values. Working is the best means to integration.

Tolerance, law and order, democracy, peace and opportunities attract immigrants to Canada.

The building of common values and the acceptance of the traditions of others strengthens our country and promotes unity.

Provinces and businesses should have more influence over the selection of immigrants.

Education is also critical to integration. Understanding Canada promotes Canadian unity.

We need to revive Canadian history in our schools – not just the history of English, French, and Aboriginal history, but also immigrant history.

Immigration and Aboriginal issues should be addressed separately. Aboriginal self-government is the core issue. It should be addressed openly and we should not avoid discussing the difficult issues. Aboriginals and immigrants should share best practices.

WORKGROUP 7

The group discussed several issues and also arrived at several policy recommendations.

Issues of integration and settlement should be linked with cultural awareness programs and language training programs.

Access to community based programs also needs to be facilitated.

Role models and mentorship programs are needed to groom individuals so that they are able to reach full potential.

Immigrants must be given the opportunity to settle and learn the culture.

Integration can be achieved through cross cultural training.

Immigrants need some education on the skills they will need, like how to prepare and participate in a job interview. More resources are needed to make this education available.

Aboriginals and immigrants need to work together so that both learn skills and start with common ground. However, both groups have distinct problems, and this needs to be recognized.

WORKGROUP 8

There was discussion around the use of immigration by Quebec to further its political and demographic objectives.

Encouraging francophone immigration into provinces such as Manitoba and New Brunswick, which have existing francophone communities, can strengthen Quebecers sense of connection with other regions.

It is important to educate newcomers (as well as existing residents) about Canada. Immigrants encourage a discussion of who we are and what it means to be Canadian.

Regional economic needs can be addressed by enhancing provincial nominee programs. Employers should be more involved in the process of deciding what skills and abilities are needed.

Immigrants have had an incredible impact on our literature, film and food. We are doing something right, and we should continue.

Why are we not reaching our annual targets for immigration? This needs to be addressed.

There is a sense that Aboriginal issues are not being properly addressed at this conference, but also a sense that Aboriginal issues are beyond its scope. The group agreed that the impact of immigration on Aboriginal Peoples cannot be ignored.

WORKGROUP 9

1) *Immigration Policy Linkages:*
Many of us are still somewhat hyphenated Canadians. We often identify with more than one group. At the same time, Canadians are developing more of a sense of integration. This happens through the exposure of immigrants to Canadian history and tradition.

2) *Immigration Strengthens National Unity:*
By increasing and strengthening the contribution of immigrants, the national unity process becomes more democratic. This process also addresses regional disparity issues.

3) *Reconciling Regional Economic Needs:*
This can be done by devolving more power to provincial governments with federal financial support.

4) *Reconciling Aboriginal Needs:*
The move from reserves to the cities is analogous to the new immigrant experience. Both groups need adequate settlement services to help them adjust.

5) *Immigration as Nation Building:*
Interaction with new immigrants can have huge benefits for the community. The interaction of cultures and cross-cultural discourse increases our own self awareness as a nation.

"Partnerships between government, business, and cultural groups are absolutely necessary for our immigration policies to be stronger, for there to be greater acceptance in the community."

Diane Bampton
Reporting for Group 1

"It is not up to us to define who and what it means to be Canadian. Immigration will result in a multi-ethnic society. We need to promote respect and understanding of all cultures. Cross-cultural education is important and will dispel stereotypes."

David Davis
Reporting for Group 2

"In terms of national unity, it was much more difficult to grasp the issues and to come to any conclusions. Clearly, immigration changes the face of Canadian unity. People define themselves in many ways [and] ethnic origins add to the list. Generally, we considered immigration a good thing, but could not quite grasp how it impacts Canadian unity."

Ken Zaifman
Reporting for Group 5

PARALLEL SESSION: SETTLEMENT POLICY AND PRACTICE

Panel: **Ms. Adele Dyck,** *DFT International Inc.*
Ms. Rosaline Frith, *Director General, Integration, Citizenship and Immigration Canada*
Dr. Baha Abu-Laban, *Prairie Centre of Excellence for Research on Immigration*

Moderator: **Dr. Tom Denton,** *Citizenship Council of Manitoba*

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Quotes from the Workshop Reporter

PARALLEL SESSION: IMMIGRATION AGREEMENTS

Panel: **Mr. Gerry Clement,** *Department of Labour and Multiculturalism (Manitoba)*
Mr. Ken Zaifman, *Immigration Lawyer, Zaifman and Associates*
Mr. James Carr, *President and CEO, Business Council of Manitoba*
Ms. Joan Atkinson, *Citizenship and Immigration Canada*
Moderator: **Mr. George Addy,** *Advacon Inc.*

The parallel session designed to explore and evaluate current federal-provincial immigration agreements reported that all of the issues were not resolved, but a robust discussion had taken place and several ideas were advanced to improve the immigration process and the way the agreements worked. The most important point to emerge was that politicians, business leaders, and settlement organizations were all in agreement that more skilled workers were needed. With that level of consensus, it is important to move beyond discussion and frame a plan of action to secure the needed immigrants. At the same time, the group did recognize that there are conflicting demands and requirements. One question that needs to be answered is what type of skills and classes should be given priority.

The group moved beyond discussing the attraction of immigrants to framing some concrete ideas on how to retain them as well. Suggestions included the creation of welcoming communities, confirmed job offers, and even offering a free house in the core area of Winnipeg – an area in need of repopulation and development. The group also discussed the issue of accreditation, and urged the province to sit down with self-regulating bodies to address this issue.

The group discussing intergovernmental immigration agreements felt that the provincial nominee pilot projects could be expanded in the future as a way of increasing the regional dispersion of immigrants.

The group concluded that the provincial nominee pilot programs included in the agreements have proven successful. One idea to expand the nominee program would be to allow a province to nominate individuals who had failed in their refugee application, but who were already settled in the country and were working. The group also discussed the issue of "dual intent" and offered the suggestion that one way to curb line ups in overseas posts is to grant potential applicants a work visa while at the same time applying for permanent residence.

The group heard that more attention should be paid to the very real costs incurred by some cities and provinces when they cannot attract and retain immigrants. For example, many cities have schools that are already built and functional, but face closure because they are under utilized. This represents a cost – but one that could be avoided by attracting immigrants. The group also urged employers to take an active role in financially supporting those immigrants who require settlement service such as language training. An active interest by business in the settlement of immigrants forms part of a "welcoming community" and can help in the retention of immigrants.

"We have a provincial Premier and the Immigration Minister in favour of having more skilled workers come. We have corporations that are present here, and some who couldn't make it, who are also interested in bringing in skilled workers. We have NGO groups who want to assist in that process. So certainly, it is not a question of the desire. It is a matter of putting it into action."

"Attracting the immigrants is one issue, but retaining them is a separate issue. We had some interesting ways of doing that. One would be the creation of welcoming communities, and one which is currently being used in the nominee program – confirmed job offers. And a third interesting one is offering a free house in the core area of Winnipeg."

"Everyone appears to be in agreement that pilot projects are a good idea. The nominee program has proven successful."

David Davis reporting for the Parallel Session on Federal-Provincial Immigration Agreements

PARALLEL SESSION: INTERNATIONAL EXPERIENCES

"Like Canada, Australia has a very long tradition of accepting migrants, and what I've found is that there are many parallels in the experience...one of the themes that we're both trying to address is how can regions such as Manitoba, who really value new settlers, get a higher proportion of migrants? This is certainly an issue that is shared with Australia."

"You can't force migrants into a specific area. You can't use laws to force them. You have to provide incentives."

Panelist Steven Weeks reporting on the International Experience Session

"I have been very impressed over the course of the last few days by both the nature and the organization of the conference, the role of the sponsors and organizers, and especially the multicultural evening yesterday, which I think is something I would have trouble finding the equivalent of in the United States."

Panelist Bernard Reich reporting on the International Experience Session

Panel: **Dr. Bernard Reich,** *Political Science & International Affairs, George Washington University*
Mr. Steven Weeks, *Australian High Commission, Ottawa*
Dr. Demetrios Papademetriou, *Co-Director, International Migration Policy Program*

Moderator: **Hon. Duff Roblin,** *Former Premier of Manitoba*

Three respected international speakers addressed the immigration challenges facing other countries, and how those challenges have been managed. Australia, for example, has the same problems as Canada with respect to the regional dispersion of immigrants. In Australia, the great majority of immigrants settle in one of four cities, with 45% settling in Sydney alone. As such, the country has been grappling with the need to more evenly distribute migrants, especially considering the burgeoning immigrant population in Sydney and the fact that the states of South Australia, Victoria, and Tasmania are deeply concerned about the low proportion of skilled immigrants they are receiving. Regional dispersion has become a priority of the current government since 1996. To help direct new immigrants to other regions of the country, Australia recently introduced a new visa category which marginally reduced the entry requirements for skilled immigrants. If an applicant fails the points test, they can still immigrate if they meet two criteria. First, they must be headed for a "designated" region that needs immigrants. Second, they must either be nominated by a state government or an employer, have close family members residing in the designated region, or have a business interest in the region. As a consequence of this new incentive program, Australia is recording more and more immigrants landing in less popular destinations where they are welcome and where the local community provides a very supportive environment.

Dr. Bernard Reich chats with delegates following the parallel session on International Experiences. Dr. Reich provided delegates with a synopsis of how Israelis views their massive immigration program.

While the Australian experience shares a close proximity to the Canadian scene, the Israeli situation is somewhat unique. But there are lessons that still apply. In essence, Israel is a country built with the purpose of accepting immigrants – the *Declaration of Independence* and the *Law of Return* call for unlimited and unfettered immigration. Delegates heard that Israeli immigration policy works on the assumption that acquiring citizenship has priority over other factors such as education, age, skill level, or intended destination. In essence, all that is required is the desire to become an Israeli citizen. Despite periodic complaints by long-term residents of the country, no Israeli opposes the essential concept of immigration, and the bottom line is that Israelis have adopted the view that whatever the economic impact, immigration will take place. There are no political or social divisions on the issue. Despite the lack of focus on skills, education, age, and a host of other factors that are seen as important in the immigrant selection processes of other countries, Israel has benefitted from its immigration program as massive amounts of human capital have been integrated into the country. When Israel was first established, economists predicted that the territory could support no more than one million people, but the country has grown to over eight million, and today has one of the highest per capita GDPs in the world.

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PARALLEL SESSION: POLICY REALITY ON THE GROUND

Panel: **Ms. Lillian To,** *SUCCESS*
Mr. Ian Rankin, *Canadian Consul, Los Angeles, California*
Dr. Bill McMichael, *UBC Ritsumeikan Academic Exchange*
Mr. Robert Vineberg, *Citizenship and Immigration Canada*
Moderator: **Dr. Jack Jedwab,** *L'Association d'études Canadiennes*

The session examining how policy is working "on the ground" identified a number of challenges impacting the smooth operation of immigration in Canada and the dispersion of immigrants across the country. But the group also went beyond identifying the problems by discussing alternatives and possible solutions. A particular problem mentioned in the group was the fact that there seem to be inconsistencies in policies coming "from the top" which can cause confusion and difficulties for immigration officials on the front line. Particular examples were cited, and included inconsistencies with issuing visitor's visas and the fact that there seems to be a relatively high rejection rate for high school students applying out of Bejing (despite the often mentioned policy commitment of attracting younger and more educated immigrants). The group felt that policies "from the top" need to be clear if immigration officials are to be in the best position of applying them.

A second problem identified in the session was the lack of financial and human resources for various aspects of the immigration process. The group felt that certain integration services – especially language training – are not as widespread as they should be. The group felt that more funds need to be allocated to settlement and language training. The group also heard that the department is challenged with a labour shortage at several key points in the immigration system. For example, applications out of Hong Kong are now being managed out of the office in Bejing, which has expanded the workload for that immigration post. In those immigration offices with physical constraints and limitations, immigrant applications and approvals will fall. The group reported that adequate resources and staffing are needed if annual targets for immigration to Canada are to be met.

The group also spent a significant amount of time discussing the issue of recruitment to those regions of the country which receive less than their proportionate share of immigrants. The group agreed that Canada wants the "best and the brightest" but also heard that this requires a much expanded recruitment effort, especially for those provinces and cities which are less popular destinations. Delegates attending the session felt there was a need to inform potential immigrants about the diversity in Canada and that immigrants are welcome in other places outside of the big cities. While offering more and better information to potential immigrants would be helpful, the group also heard that if recruitment to places like Manitoba is to become more effective, it simply must become a higher priority for the provincial and local governments which must dedicate resources to the effort. For example, Alberta has conducted an advertising campaign in San Jose and is conducting presentations in other places to promote the province. These campaigns have been very successful. Some governments have also been undertaking recruitment activities in Argentina and other countries in South America, and are participating in international events like the "immigrant expo" in London. Aside from recruitment efforts, other incentives can be used. For example, Quebec aggressively markets itself as an immigrant destination, but also provides loans to immigrants for certain purposes. Obviously, this makes Quebec much more attractive. Another option that was suggested was for Manitoba to"team up" with other provinces who share the same concerns about the number of immigrants they are receiving. It was suggested that Manitoba and Saskatchewan partner to undertake a recruitment campaign to more effectively market themselves and cooperate in making their presence known to potential newcomers.

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"A severe lack of resources has created a backlog, and crushing workloads for Canadian immigration officers...there is a three year waiting list in Bejing and Russia, resulting in us not meeting our annual targets for immigration."

Rhonda Gordon reporting for the parallel session discussing Policy Reality on the Ground

PARALLEL SESSION: ROLE OF THE BUSINESS COMMUNITY

"The provincial nominee program is a useful model for promoting an improved immigration policy, it was felt, for Manitoba. It needs to be extended and expanded extensively... perhaps exponentially."

"I think the consensus was that we would call for more flexible, timely, and sensitive policies from government to provide more immigration to the Manitoba labour market – a market that is in chronic need of trained, skilled personnel. There are serious labour shortages in crucial employment areas in the province, and locally."

"The preferred model is one of a partnership between the government and business in which business is given a major say in determining levels of immigrant intake, types of skills needed, and the targeting of immigrants to what was called 'clustered' economic zones. Government should listen more and dictate less."

Allen Mills reporting on the parallel session discussing the role of the business community.

Panel: **Mr. Robert Greenhill,** *Bombardier Inc.*
Ms. Elaine Cowan, *Anokiiwin*
Mr. Arthur DeFehr, *Palliser Furniture Ltd.*

Moderator: **Mr. Nicholas Hirst,** *Winnipeg Free Press*

Delegates attending this parallel session reported a broad discussion resulting in several points of consensus. It was generally agreed that immigration policies need to be more flexible and sensitive to the needs of provinces like Manitoba which desperately need immigrants. The provincial labour market is experiencing a chronic shortage of trained and skilled people in crucial employment areas. In order to resolve this concern, there was a strong feeling that governments at all levels need to become more flexible, adaptable, and accommodating to the needs of business. The group agreed that they preferred a model of cooperation with governments that would provide business with a stronger voice in establishing immigrant intake levels, identifying the skills that are needed, and setting the geographical locations where immigrants are required. The provincial nominee program has been quite successful and represented a good start in improving immigration policy, but it could be expanded significantly.

Robert Greenhill of Bombardier Inc. responds to questions from delegates attending a session on the role that business should play in immigration. The consensus of the group was that business can help governments construct immigration policies that more effectively meet the needs of the Canadian economy.

It was suggested that "business knows what business needs." As such, governments should not fear an expanded role for the business community in immigration. Some felt that if a Canadian corporation nominates a candidate, they need that candidate and government should respect the nomination by allowing the person to land. In general, immigration policy should not define the immigration market, but rather, it should act as a check.

The group felt that immigration policy was moving in the right direction with innovations like provincial nominee programs, but the process of change needs to "speed up." Manitoba could certainly use more nominee spaces and business could help fill them. There was support in the group for a general devolution of some immigration policy matters to the province, particularly recruitment and training. These two priorities might better be met at the local level. At the same time, delegates realized that the business community itself must become more than just employers. Business needs to create long-term and stable jobs, help verify credentials, and establish training programs in the workplace. Canadian business should also help recruit immigrants by acting as "ambassadors" for Canada.

Other concerns mentioned in the group included the need to strengthen partnerships between business and educational institutions, reducing government "red tape" and reducing barriers for the relatives of immigrants to work in Canada. The issue of job training and skills development for immigrants and Aboriginals was also discussed. There was no consensus on whether there was enough funds to adequately accomplish both. The group heard that Canadian Aboriginals are not necessarily against wider and more flexible immigration criteria, but they do need to be a part of job training and skills acquisition programs, whether publicly or privately funded.

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"A severe lack of resources has created a backlog, and crushing workloads for Canadian immigration officers...there is a three year waiting list in Bejing and Russia, resulting in us not meeting our annual targets for immigration."

Rhonda Gordon reporting for the parallel session discussing Policy Reality on the Ground

The group also spent a significant amount of time discussing the issue of recruitment to those regions of the country which receive less than their proportionate share of immigrants. The group agreed that Canada wants the "best and the brightest" but also heard that this requires a much expanded recruitment effort, especially for those provinces and cities which are less popular destinations. Delegates attending the session felt there was a need to inform potential immigrants about the diversity in Canada and that immigrants are welcome in other places outside of the big cities. While offering more and better information to potential immigrants would be helpful, the group also heard that if recruitment to places like Manitoba is to become more effective, it simply must become a higher priority for the provincial and local governments which must dedicate resources to the effort. For example, Alberta has conducted an advertising campaign in San Jose and is conducting presentations in other places to promote the province. These campaigns have been very successful. Some governments have also been undertaking recruitment activities in Argentina and other countries in South America, and are participating in international events like the "immigrant expo" in London. Aside from recruitment efforts, other incentives can be used. For example, Quebec aggressively markets itself as an immigrant destination, but also provides loans to immigrants for certain purposes. Obviously, this makes Quebec much more attractive. Another option that was suggested was for Manitoba to"team up" with other provinces who share the same concerns about the number of immigrants they are receiving. It was suggested that Manitoba and Saskatchewan partner to undertake a recruitment campaign to more effectively market themselves and cooperate in making their presence known to potential newcomers.

PARALLEL SESSION: ROLE OF THE BUSINESS COMMUNITY

"The provincial nominee program is a useful model for promoting an improved immigration policy, it was felt, for Manitoba. It needs to be extended and expanded extensively... perhaps exponentially."

"I think the consensus was that we would call for more flexible, timely, and sensitive policies from government to provide more immigration to the Manitoba labour market – a market that is in chronic need of trained, skilled personnel. There are serious labour shortages in crucial employment areas in the province, and locally."

"The preferred model is one of a partnership between the government and business in which business is given a major say in determining levels of immigrant intake, types of skills needed, and the targeting of immigrants to what was called 'clustered' economic zones. Government should listen more and dictate less."

Allen Mills reporting on the parallel session discussing the role of the business community.

Panel: **Mr. Robert Greenhill,** *Bombardier Inc.*
Ms. Elaine Cowan, *Anokiiwin*
Mr. Arthur DeFehr, *Palliser Furniture Ltd.*

Moderator: **Mr. Nicholas Hirst,** *Winnipeg Free Press*

Delegates attending this parallel session reported a broad discussion resulting in several points of consensus. It was generally agreed that immigration policies need to be more flexible and sensitive to the needs of provinces like Manitoba which desperately need immigrants. The provincial labour market is experiencing a chronic shortage of trained and skilled people in crucial employment areas. In order to resolve this concern, there was a strong feeling that governments at all levels need to become more flexible, adaptable, and accommodating to the needs of business. The group agreed that they preferred a model of cooperation with governments that would provide business with a stronger voice in establishing immigrant intake levels, identifying the skills that are needed, and setting the geographical locations where immigrants are required. The provincial nominee program has been quite successful and represented a good start in improving immigration policy, but it could be expanded significantly.

Robert Greenhill of Bombardier Inc. responds to questions from delegates attending a session on the role that business should play in immigration. The consensus of the group was that business can help governments construct immigration policies that more effectively meet the needs of the Canadian economy.

It was suggested that "business knows what business needs." As such, governments should not fear an expanded role for the business community in immigration. Some felt that if a Canadian corporation nominates a candidate, they need that candidate and government should respect the nomination by allowing the person to land. In general, immigration policy should not define the immigration market, but rather, it should act as a check.

The group felt that immigration policy was moving in the right direction with innovations like provincial nominee programs, but the process of change needs to "speed up." Manitoba could certainly use more nominee spaces and business could help fill them. There was support in the group for a general devolution of some immigration policy matters to the province, particularly recruitment and training. These two priorities might better be met at the local level. At the same time, delegates realized that the business community itself must become more than just employers. Business needs to create long-term and stable jobs, help verify credentials, and establish training programs in the workplace. Canadian business should also help recruit immigrants by acting as "ambassadors" for Canada.

Other concerns mentioned in the group included the need to strengthen partnerships between business and educational institutions, reducing government "red tape" and reducing barriers for the relatives of immigrants to work in Canada. The issue of job training and skills development for immigrants and Aboriginals was also discussed. There was no consensus on whether there was enough funds to adequately accomplish both. The group heard that Canadian Aboriginals are not necessarily against wider and more flexible immigration criteria, but they do need to be a part of job training and skills acquisition programs, whether publicly or privately funded.

PIONEERS 2000: SPECIAL GUEST SPEAKERS

***Pioneers 2000** drew an impressive list of special guest speakers who addressed delegates at various times throughout the conference. These speakers appeared at breakfasts and luncheons, and provided conference participants with the opportunity to hear a wide a range of perspectives on immigration policy matters.*

1. Hon. Lloyd Axworthy, *Minister of Foreign Affairs*

In his address to ***Pioneers 2000,*** Lloyd Axworthy stated that the movement of people is one of the most profound and incredibly powerful forces shaping our world today. There are literally millions of people around the globe who are on the move, and on a recent trip to Western Africa, he encountered a country where half the population was "internally" displaced – refugees in their own country. He encouraged delegates at the conference to tell the story of immigration in Canada and to display Canada's record. Such things are important, he noted, to provide an antidote to the negativism that is often associated with immigration. Clearly, the movement of people will continue to impact our world, and Canada has significant experience in dealing with such international migration. While immigration is crucial to Canada in terms of business and the economy, he reminded delegates not to forget that Canada has always approached the issue in a way that is tinged with compassion as well as mutual self-interest.

"I think that it is very important that we provide an antidote to the negativism that oftentimes has associated itself with the question of immigration and to go back to what it has done in terms of the formation and the development of our community..."

Hon. Lloyd Axworthy
Minister of Foreign Affairs

2. Hon. Elinor Caplan, *Minister of Citizenship and Immigration*

The Minister of Citizenship and Immigration, the Hon. Elinor Caplan, focused on three main points in her presentation at ***Pioneers 2000.*** First, she reiterated her government's commitment to immigration as a tool of development for Canada. Immigration has proved itself to be a successful economic, social, and cultural strategy in Canada, and immigrants have made a massive contribution to the development of the country and the Canadian mosaic. Canada has become a land of many people from many places, and this diversity has made the country a model for the world.

"Bill C-31 aims to close the back door on those who would exploit Canada's generosity, allowing us to open the front door wider, both to genuine refugees and to the immigrants that Canada needs to grow and to prosper in the future."

Hon. Elinor Caplan
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*Hon. Elinor Caplan, Minister of Citizenship and Immigration Canada, answers questions from the media prior to addressing **Pioneers 2000** delegates.*

Second, Ms. Caplan stressed that the government remains committed to developing the strength of the Canadian workforce through immigration. New policy initiatives such as bills C-16 and C-31 will seek to match the pace of change in the new global economy by building more flexibility into the immigration selection process. In today's new competitive marketplace, Canada needs to acquire flexible and highly skilled workers. Previously, the selection criteria aimed to match the skills of immigrants with specific labour market shortages, and thusly emphasized a narrow set of skills tied to a specific occupation. However, by the time the shortage was matched with the people required, the labour market had changed. The new criteria will place a premium on flexibility, and will move the focus to a broader range of skills that are transferrable from job to job. The intent is to move away from an occupation-based model to a more flexible model that allows a broader investment in human capital.

"Our objective, in short, is to do what we can to attract talented newcomers to Canada and improve our access to the global labour market."

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"No single measure will control this despicable trade in humans. Action on many fronts is required. That is what we are doing with bill C-31. We've consulted widely with Canadians on the reform of Canada's immigration and refugee legislation, and one of the most consistent messages that I've heard since the consultations began in 1997 is that Canadians want a system based on respect, both for their laws and for the traditional openness to law-abiding newcomers... Canadians will not have their generosity abused or their systems exploited by criminals."

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"The dilemma facing policing, and by inclusion our partners in community policing, is how can we build inclusive community involvement and offer a shared identity for all when diversity reigns?"

Chief Christine Silverberg
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Third, the minister explained some of the new features of bill C-31, the New Immigration and Refugee Protection Act. The intent of the act is to "close the back door" to illegal immigration and people smuggling so that Canada can "open the front door" to skilled immigrants and genuine refugees. The bill includes increased penalties for migrant trafficking and will amend the Criminal Code to allow for the seizure of assets belonging to those convicted of participating in illegal human trade. New offenses are also being created for those assisting individuals in obtaining immigration status by fraud or misrepresentation, and penalties are being increased for those who knowingly organize, aid or abet a group of people arriving in Canada without valid documentation. In addition, increased funding has been allocated in the recent budget to hire more immigration officers, to provide faster and better screening of applicants, and to facilitate the removal of inadmissable persons from Canada. Inadmissibility criteria are also being expanded and strengthened so that criminals will not enter Canada. While the measures in bill C-31 are tough, the minister emphasized that it will not be harsh on the kinds of immigrants that Canada needs, or on those who genuinely require protection from abusive governments.

Calgary Police Chief Christine Silverberg spoke on the challenges that diversity brings to Canadian communities and those who police them.

3. Chief Christine Silverberg, *Calgary Police Service*

Calgary Police Chief Christine Silverberg outlined numerous challenges facing police in an atmosphere of cultural diversity, but also went on to discuss the opportunities that such diversity brings. Nowhere is the challenge of "managing" the diversity of multicultural society felt more than in policing. First, the majority of immigrants and refugees continue to live in urban and ethnic enclaves to ease their transition into Canada and to draw on resources that can only be found in these communities. Second, many criminal incidents are highly publicized, which can foster negative perceptions of the state of relations between police and diverse communities. Third, many arrivals to Canada distrust the police because of previous encounters with repressive political regimes. As such, much depends on the ability of police to allay a lingering fear and mistrust on the part of new arrivals and to effectively respond to crimes occurring in immigrant communities. A clear challenge is to promote intercultural communication and liaise with diverse communities by transforming the "police culture" to better align with diversity in the larger community.

At the same time, increased diversity brings a number of opportunities. Few countries in the world can equal Canada's record of managing race and ethnic relations. Canada is the only constitutional multicultural nation in the world, and it has developed an unprecedented strategy for building a diverse yet unified state. As such, Canadians are well positioned to meet the challenge of suppressing organized and transnational criminal activity. With millions of immigrants and refugees who have ties to the world, Canada has the ability to fulfill an investigative mandate that is defining our role in international efforts to combat international crime. At the same time, the realization that communities are becoming increasingly diverse does present one of the greatest challenges to the continued success of community-based policing. The challenge is immense, but it can be met by focusing on the notion of "community capacity building" which employs a community's capacities and assets. Even in the wake of Canada's most serious social ills, there are resources upon which to draw, and diversity is one asset that helps stimulate local creativity and control.

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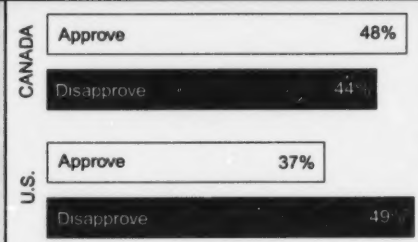
PUBLIC OPINION SURVEY: DR. ANGUS REID

As part of its research program on immigration issues, ***Pioneers 2000*** commissioned an opinion survey of 1,500 Canadians and 1,000 Americans on issues relating to immigration and refugees. The purpose of the two surveys was to examine the state of public opinion in the two countries on immigration and to identify emerging trends. The surveys were conducted by the Angus Reid Group from April 11-16 in Canada, and from April 14-16 in the U.S. (Surveys of this size are accurate within +/- 2.5 percentage points 19 times out of 20 in the Canadian case, and within +/- 3.1 percentage points in the American case.) The survey results were presented at the conference by Dr. Angus Reid.

In his presentation, Dr. Reid stated that the issue of immigration has always been divisive in Canada, with various regions of the country registering different levels of support or opposition. However, support for the current direction of immigration policy and the perceived impact of immigrants is generally more positive in Canada than in the United States. When the data are viewed globally, Dr. Reid suggested that about 28% of Canadians could be described as very "pro" immigration, with another 28% "sitting on the fence." Another 23% of Canadians could be described as "anti" immigration.

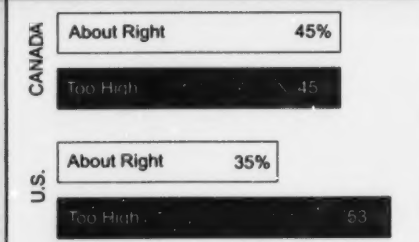
Canadians are split on the general direction of Canada's immigration and refugee policies. Just under 50% of Canadians said they strongly or moderately approved of the general direction of federal immigration policy, while 44% said they either strongly or moderately disapproved. Across the regions and provinces, approval was slightly higher among residents of Quebec, Saskatchewan, and Manitoba, while disapproval was higher in Alberta and British Columbia. In general, however, approval for the broad direction of immigration policy was higher in Canada than in the United States. Only 37% of Americans said they agreed with the direction of federal immigration policy in that country.

FIGURE 2: % Approving with the General Direction of Federal Immigration Policy



	Approve	Disapprove
British Columbia	39%	54%
Alberta	30%	63%
Sask-Man	56%	37%
Ontario	46%	46%
Quebec	58%	33%
Atlantic	48%	43%

FIGURE 3: % Saying Immigration Levels are Too High, Too Low, or About Right



	About Right	Too High
British Columbia	43%	44%
Alberta	39%	53%
Sask-Man	45%	38%
Ontario	42%	44%
Quebec	50%	44%
Atlantic	47%	45%

Survey respondents in Canada were told that Canada currently accepts about 225,000 immigrants annually, while Americans were told their country accepts between 600,000 and one million. Respondents to both surveys were then asked if they felt these levels were "too high", "about right" or whether they were "too low." Canadians were equally split with 45% choosing the "too high" option and another 45% saying it was "about right." Albertans were the most likely to say the levels in Canada were "too high" while Quebecers were the most likely to say the levels were "about right." In the United States, a majority (53%) said immigration levels in that country were too high, and only one-third (35%) said the levels were "about right."

"Immigration has in my career as a sociologist and pollster always cut fairly close to the political sinew of this country. And, in many ways, it is a very divisive issue..."

"There is divisiveness in both countries on broad directions in immigration policy...but Americans are generally speaking more negative on immigration than Canadians."

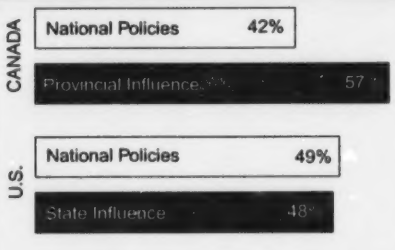
"The clinical reality is that ultimately, the immigration question represents an issue that will be determined, in large measure, by public attitudes. One cannot legislate the kind of cultural conditions and the kind of attitudinal conditions which exist in the country towards immigrants and immigration."

Dr. Angus Reid

"If you are an immigrant on some far off shore, and looking not at a geographic map of North America but rather, an attitudinal map of North America and you say where is the place that I will find the warmest embraces, and arms open the widest, let me tell you that throughout this data set that place is here. It is here on the Canadian prairie. It is here in Manitoba...And that is really a tribute to some of the immigrant traditions in this region, and obviously, it makes the holding of this conference here in Winnipeg all the more important and poignant."

Dr. Angus Reid

FIGURE 4: Should Policy be Applied Nationally or do Provinces/States Need More Influence?

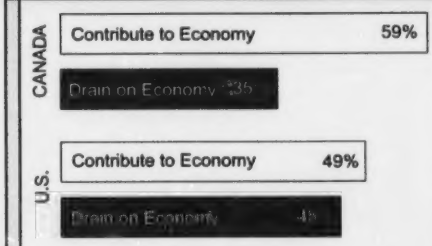


	National	Provincial
British Columbia	42%	57%
Alberta	47%	51%
Sask-Man	44%	56%
Ontario	45%	53%
Quebec	34%	65%
Atlantic	40%	57%

Respondents to the survey were asked about how immigration policy should work. Respondents were asked about two broad options – whether immigration policy should be applied nationally and in the same way wherever immigrants settle, or whether provincial governments should have some influence in order to meet their unique provincial needs. Respondents were requested to choose the one option which best fit their preference. Nationally, almost 60% of Canadians said that the provinces should be able to influence immigration policy, compared to 42% who approved of a more consistent national approach. Quebecers registered the strongest preference for a provincial role, followed by British Columbia and Atlantic Canada. Americans were almost equally split on the question.

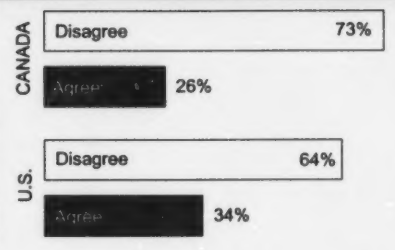
Survey respondents were asked several questions about the economic impacts of immigration. Almost 60% of Canadians agreed that immigrants contribute to the economy, while 35% felt they were a drain on the economy. In all regions of the country, a majority felt that immigrants are a net benefit to the economy. However, the numbers registering this sentiment were higher in Saskatchewan and Manitoba (68%) and lower in Atlantic Canada and Alberta (55%). American respondents were less likely to agree with the economic benefits of immigration. Only 49% of Americans felt immigrants were a net economic benefit, and 45% said they were actually a drain on the economy.

FIGURE 5: % Saying Immigrants Contribute to the Economy or Act as a Drain on the Economy



	Contribute	Drain
British Columbia	59%	35%
Alberta	55%	41%
Sask-Man	68%	26%
Ontario	61%	33%
Quebec	57%	36%
Atlantic	55%	40%

FIGURE 6: % Agreeing or Disagreeing That Immigrants Take Away Too Many Jobs



	Disagree	Agree
British Columbia	76%	21%
Alberta	69%	29%
Sask-Man	77%	21%
Ontario	72%	27%
Quebec	76%	24%
Atlantic	59%	38%

When asked whether immigrants "take away too many jobs" a majority in both countries disagreed. This disagreement was stronger in Canada. Almost three-quarters in Canada (73%) said immigrants do not take away too many jobs from Canadians, compared to 64% of Americans. In Canada, this sentiment was strongest in Saskatchewan and Manitoba. British Columbians ran a close second, despite that province's stronger inclination to disagree with current immigration policy. Atlantic Canadians were more inclined than others to say that immigrants take away too many jobs (38%).

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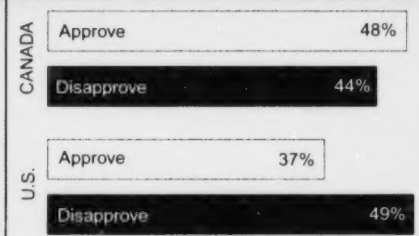

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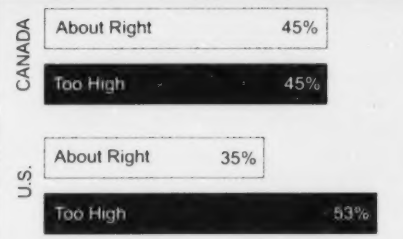

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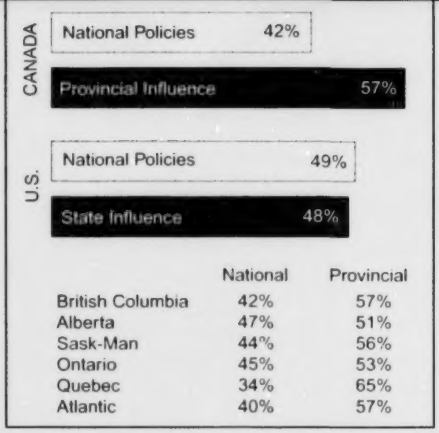
"If you are an immigrant on some far off shore, and looking not at a geographic map of North America but rather, an attitudinal map of North America and you say where is the place that I will find the warmest embraces, and arms open the widest, let me tell you that throughout this data set that place is here. It is here on the Canadian prairie. It is here in Manitoba...And that is really a tribute to some of the immigrant traditions in this region, and obviously, it makes the holding of this conference here in Winnipeg all the more important and poignant."

Dr. Angus Reid

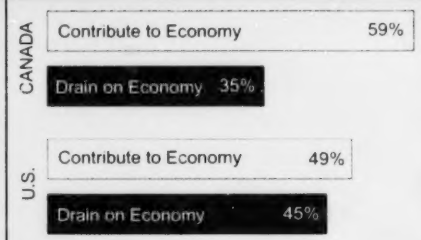
FIGURE 4: Should Policy be Applied Nationally or do Provinces/States Need More Influence?



	National	Provincial
British Columbia	42%	57%
Alberta	47%	51%
Sask-Man	44%	56%
Ontario	45%	53%
Quebec	34%	65%
Atlantic	40%	57%

Respondents to the survey were asked about how immigration policy should work. Respondents were asked about two broad options – whether immigration policy should be applied nationally and in the same way wherever immigrants settle, or whether provincial governments should have some influence in order to meet their unique provincial needs. Respondents were requested to choose the one option which best fit their preference. Nationally, almost 60% of Canadians said that the provinces should be able to influence immigration policy, compared to 42% who approved of a more consistent national approach. Quebecers registered the strongest preference for a provincial role, followed by British Columbia and Atlantic Canada. Americans were almost equally split on the question.

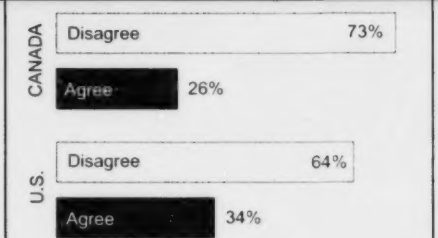
FIGURE 5: % Saying Immigrants Contribute to the Economy or Act as a Drain on the Economy



	Contribute	Drain
British Columbia	59%	35%
Alberta	55%	41%
Sask-Man	68%	26%
Ontario	61%	33%
Quebec	57%	36%
Atlantic	55%	40%

Survey respondents were asked several questions about the economic impacts of immigration. Almost 60% of Canadians agreed that immigrants contribute to the economy, while 35% felt they were a drain on the economy. In all regions of the country, a majority felt that immigrants are a net benefit to the economy. However, the numbers registering this sentiment were higher in Saskatchewan and Manitoba (68%) and lower in Atlantic Canada and Alberta (55%). American respondents were less likely to agree with the economic benefits of immigration. Only 49% of Americans felt immigrants were a net economic benefit, and 45% said they were actually a drain on the economy.

FIGURE 6: % Agreeing or Disagreeing That Immigrants Take Away Too Many Jobs

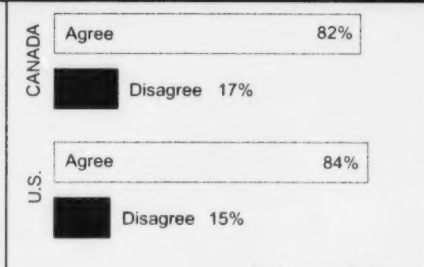


	Disagree	Agree
British Columbia	76%	21%
Alberta	69%	29%
Sask-Man	77%	21%
Ontario	72%	27%
Quebec	76%	24%
Atlantic	59%	38%

When asked whether immigrants "take away too many jobs" a majority in both countries disagreed. This disagreement was stronger in Canada. Almost three-quarters in Canada (73%) said immigrants do not take away too many jobs from Canadians, compared to 64% of Americans. In Canada, this sentiment was strongest in Saskatchewan and Manitoba. British Columbians ran a close second, despite that province's stronger inclination to disagree with current immigration policy. Atlantic Canadians were more inclined than others to say that immigrants take away too many jobs (38%).

Additional refinements to public attitudes on immigration emerged when survey respondents were asked about their feelings on the cultural composition of the country. Over 80% of all Canadians and Americans said that the cultural make-up of their countries was one of the best things about Canada or the United States. Only a handful (17% in Canada and 15% in the United States) disagreed with that statement. Again, some regional variations did appear. Those in Saskatchewan and Manitoba were more likely to agree with this statement (89%), while Quebecers were less likely to agree (76%). The fact that more Americans agreed with this statement is somewhat surprising given the notion that Canadians typically view themselves as more supportive of multiculturalism.

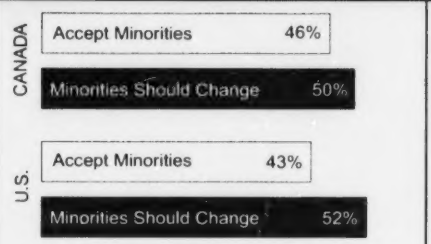
FIGURE 7: Is the Cultural Make-Up one of the "Best Things" About the Country?



	Agree	Disagree
British Columbia	83%	17%
Alberta	85%	14%
Sask-Man	89%	10%
Ontario	84%	15%
Quebec	76%	22%
Atlantic	85%	14%

"With six billion people on the planet, and with national borders pretty secure now, the free movement of people in the 21st century represents the real issue, and perhaps one of the most gut-wrenching issues that humanity is going to have to face."

FIGURE 8: Should we Accept Minority Customs and Languages or Encourage Them to Change?



	Accept	Change
British Columbia	49%	50%
Alberta	42%	55%
Sask-Man	59%	36%
Ontario	47%	47%
Quebec	39%	59%
Atlantic	52%	45%

Respondents were also asked about their preferences on two approaches to immigrant integration. Respondents were asked whether they felt the priority should be on accepting minority customs and languages or whether immigrants should be encouraged to change and become "more like" Canadians or Americans. Results in both countries show a split, with 50% of Canadians and 52% of Americans saying immigrants should change and culturally conform to their new country. In Canada, these sentiments were strongest in Quebec (59%) and Alberta (55%). Again, the results are surprising in that one would expect more of a difference between American and Canadian answers to this question.

"There is very little evidence here to suggest that people really think that we need a lot more immigrants, which tells me that ... there is a bit of an uphill battle."

"We see about 28% of Canadians who could be described as very pro-immigrant, almost immigrant activists...At the other end of the spectrum we have 23% of Canadians who are very anti-immigrant. Every time the issue of immigration is raised, they say 'No, no, no.' And for these people, immigration can and likely will at some point become a voting issue."

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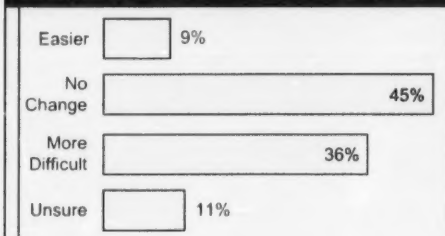
The survey conducted in Canada also asked questions concerning proposed amendments to the federal legislation governing immigrants and refugees. When asked whether they thought the amendments would make it easier or more difficult to enter Canada as a refugee, almost half of all Canadians (45%) felt the legislation would make no change at all – that it would have little impact on the ease of entering the country as a refugee. Only 9% of Canadians felt the legislation would make it easier to enter as a refugee, while 36% suspected the legislation would make it more difficult. British Columbians and Albertans were the most likely to say the legislation would "have no change."

FIGURE 9: Will Changes to Our Refugee Policy Make it Easier or More Difficult to Enter?



	Easier	No Change	Difficult
British Columbia	3%	56%	32%
Alberta	5%	57%	31%
Sask-Man	9%	44%	38%
Ontario	10%	43%	35%
Quebec	11%	37%	40%
Atlantic	10%	46%	32%

"There are a great many reasons for feeling very encouraged about the broad direction of public attitudes on immigration issues, both in Canada and the U.S. We're not dealing with just a fringe that is sort of pro-immigration, we're dealing with important groups in the population who are really the leaders of tomorrow who recognize the significant contribution of immigrants and immigration, both in economic and cultural terms."

"Part of the frustration which the 'immigration lobby' has to deal with in this country is that it is older and less educated people, generally speaking, who are much more negative on immigration issues. If you are in the country and doing chin-ups on the bottom rung of the economic ladder, you see immigrants as a threat..."

Dr. Angus Reid

FIGURE 10: The Impact of Age on a Person's Perceptions of Immigration Policy

Age in Years →	*18-34*	*35-54*	*55 +*
% in agreement with direction of current government policy	53%	47%	42%
% agreeing with the current level of immigration	47%	45%	43%
% saying immigrants do not take too many jobs from Canadians	75%	71%	72%
% saying our cultural make-up is one of the best things in Canada	85%	81%	81%
% saying minorities should change to be more like Canadians	34%	53%	66%

A pattern of support or opposition to various aspects of immigration did emerge from the data. In general, it was found that younger Canadians, and those with higher levels of education and income, tend to be more positive toward immigration and its impact. For example, younger Canadians were more inclined to agree with the current direction of immigration policy – 53% of those aged 18-34 were in agreement as opposed to 42% of those aged 55 and over. Support for the current level of immigration was also higher among younger Canadians, and they were also more inclined to say immigrants provided a net economic benefit. Also, younger Canadians were less likely to say that minorities should change to become more like other Canadians. Only 34% of those aged 18-34 agreed with this statement, compared to 66% of those aged 55 and over.

In concluding his presentation, Dr. Reid suggested that the data shows a mixed picture on immigration issues. On the one hand, there is a lack of consensus among Canadians, not only on the broad approach and direction of federal immigration policy but also on the current levels of immigration to Canada. In addition, substantial numbers of Canadians want to see more provincial influence, but a significant number also want to see consistent national policies. Finally, most Canadians say they appreciate the cultural make-up of Canada, but a substantial number still feel that minorities should do more to "become Canadian." At the same time, however, there are areas of consensus, such as a high level of agreement that immigration produces net economic benefits and that immigrants do not "take away" jobs from Canadians.

The opinion survey points out that pro-immigration advocates may have substantial work ahead in promoting increased immigration to Canada. But, there are also many reasons for feeling encouraged as important groups in the population – especially younger Canadians – recognize the significant contribution of immigrants in cultural as well as economic terms.

Dr. Angus Reid emphasizes a point while explaining the results of a Canada-United States public opinion poll on immigration. Dr. Reid said that support for current directions in Canadian immigration policy remains fractured, but immigration is still viewed more positively in Canada than in the United States. He added that the future of immigration is buoyed by the fact that younger Canadians tend to be more supportive of the economic and cultural impacts of immigration.

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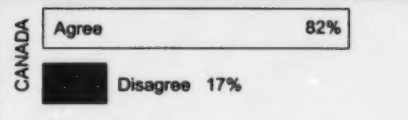

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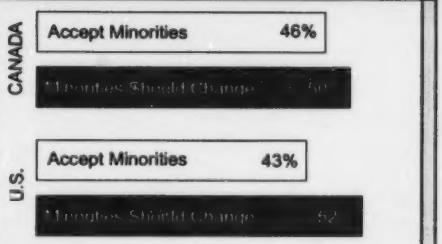

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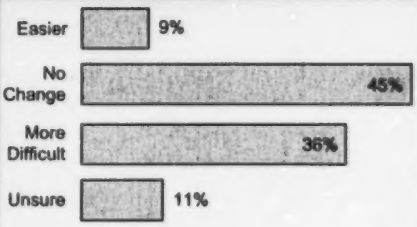

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The organizers of ***Pioneers 2000*** did not attempt to quantify a conference-wide consensus on all the issues that were discussed or the recommendations that emerged from the presentations and workshop sessions. At the same time, however, it is clear that there was very broad support for a number of general conclusions, themes, directions for general immigration policy, and for specific recommendations.

1. GENERAL CONCLUSIONS

Based on the presentations by keynote speakers and the tone of the various workshop groups and parallel sessions, a number of general conclusions emerged:

- Immigration has played and will continue to play a critically important role in Canada's economic prosperity and demographic renewal.
- Given increasing international competition for skilled workers, Canada needs more vigorous policies for the recruitment and retention of immigrants.
- National immigration policy should be redesigned to increase the regional diffusion of immigration.
- Provincial governments, business, and community organizations are willing to play a greater role in both the recruitment of immigrants and the provision of appropriate support services for new immigrants. An expanded role for these groups in various aspects of immigration policy and practice should be encouraged.

2. THEMATIC CONCLUSIONS

A number of themes were woven throughout ***Pioneers 2000.*** To be sure, many of these themes were related to the intent and purpose of the conference itself. However, they also informed and transcended the more specific policy recommendations that emerged. Overall, conference participants stressed the centrality of immigration to the Canadian dream. The contribution of immigrants to that dream is more than numbers, and more than additional economic prosperity; it is a contribution of spirit and energy as Canadians turn to face the new century with the same confidence they displayed in 1900.

- There was a sense that Canada may be losing sight of the important role that immigration has played in our development, and how it can continue to contribute. This theme was echoed by Foreign Affairs Minister Lloyd Axworthy who noted in his opening comments that "We've lost the essence of what immigration is all about." He went on to say that "We need an antidote to the negativity associated with refugee problems." ***Pioneers 2000*** went a long way towards providing that antidote.
- There was a broad recognition of the historical and contemporary importance of immigration to the Canadian economy and society. In part, this recognition reflected the ***Pioneers 2000*** theme, and the role that immigration played in the opening of the Canadian West at the turn of the last century. As Conference Chair Dr. Arthur Mauro said in his opening remarks, "Some of the same issues that confronted Canada – and particularly western Canada – in 1900 confront us again at the start of the 21st century."

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- Conference participants were less concerned about recruiting highly skilled immigrants than they were with recruiting immigrants with the potential to make a positive contribution to Canadian society. Frequent references were made to immigration policies at the turn of the last century that relied less on the formal training of prospective immigrants and more on their willingness to work and contribute. As Dr. Roslyn Kunin noted, the task is to find the "modern pioneers." The same theme was picked up by Arthur DeFehr of Palliser Furniture who urged the Canadian government to bring in a general supply of motivated immigrants, and "we'll do the training."

- Participants were quick to acknowledge the positive contribution that immigration makes to cultural diversity, and the value of diversity as an economic asset in a globalized environment. In this case, participants were very much in line with the Angus Reid public opinion snapshot. (In the Canadian survey, 82% of respondents agreed with the statement that "Canada's cultural make-up is one of the best things about the country." In the American survey, 84% of the respondents agreed with the parallel question.)

- Immigration was clearly seen as a positive contributor to the Canadian economy and economic prosperity. Here again, conference participants were in line with public opinion. Canadian respondents to the Angus Reid survey were more likely than American respondents to say that immigrants "contribute" to the national economy (59% versus 49%) as opposed to viewing immigrants as a "drain" on the economy (35% of Canadian respondents compared to 45% of American respondents). Canadians were also more likely than Americans to disagree with the statement that immigrants "take too many jobs away" from their citizens (73% versus 64%).

- Many participants expressed the view that there is a need to link public policy debate about immigration to other issues and themes that dominate contemporary Canadian political discourse – productivity, demographic transformation, economic growth, internal migration, and the sustainability of social programs. It was strongly felt that immigration issues must be cast within this larger context if we are to fully recognize the contribution of immigration.

- More specifically, there is a need to link immigration policies with concerns over emigration and the "brain drain." We need to understand not only why people come to Canada, but also why they leave. It is not enough to say that more people are coming into Canada than are leaving – to dismiss the brain drain debate is to miss the chance to better understand the dynamics of immigration.

- There was strong support at the conference for enhanced efforts to attract immigrants to Canada. Current recruitment efforts were seen as too modest in light of increased international competition for skilled labour. Canada, it was argued, can no longer rest on its well-earned reputation as a preferred destination for immigrants. As historian Dr. Desmond Morton commented, "Canada is not a country guaranteed a future."

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- Implicit in this support for more vigorous recruitment policies was support for increased levels of immigration. Conference chair Dr. Arthur Mauro reminded participants of Sir Wilfrid Laurier's assertion nearly 100 years ago that "the gates of prosperity would open when the gates to the country are opened." In this case, however, conference participants were not in step with public opinion. The Angus Reid survey showed significant numbers of Canadians felt the current levels of immigration were already "too high" (45%).

- Throughout the conference, considerable emphasis was placed on the need to promote a broader regional diffusion of immigration. It was argued that a situation in which more than three-quarters of immigrants settled in only three cities (Toronto, Montreal and Vancouver) was not sustainable in the long run, that it would lead to sub-optimal recruitment and increased regional tensions. Here Dr. Papademetriou observed in his keynote address that the story of 21st century immigration may be the dispersion of immigration outside metropolitan centres, dispersion that is beginning to occur in the United States.

- There was broad and often impassioned support for a greater role by provincial governments, business, and community organizations in the recruitment of immigrants. Concern was expressed that the federal government alone either could not or would not do enough to promote the appeal of regional communities as destinations for immigrants. When Canadian survey respondents were presented with a choice on this issue, 57% agreed that "provincial governments should have some influence [on immigration policy] to address provincial needs."

- Conference participants urged a renewed emphasis on attracting immigrants to Canada and less emphasis on periodic problems with illegal immigrants. In short, there was a worry that public concern with illegal immigration was the "tail wagging the much larger immigration dog." In her remarks to the conference, the federal Minister of Citizenship and Immigration, Hon. Elinor Caplan, stressed the need to "close the backdoor to illegal immigration" if we are to "open the front door." While the strategic necessity of this policy was recognized by conference participants, there was still a sense that Canadian policy and policy debate place undue emphasis on closing the back door and not enough emphasis on opening the front door.

- It was acknowledged from the outset of the conference planning that some tension may exist between enhanced immigration and chronically high levels of unemployment in Aboriginal communities. Grand Chief Joe Norton (Mohawk Council of Kahnawake) and Manitoba Grand Chief Rod Bushie (Assembly of Manitoba Chiefs) addressed this tension, and also drew attention to the role that Aboriginal peoples played when immigrants first began arriving in North America. Aboriginal participants at the conference argued strongly that the treaties should be respected as Canada's "first immigration agreements." Although Aboriginal participants stressed the linkage between Aboriginal policy and immigration policy, most conference participants felt that immigration policies and policies to promote the economic prosperity of Aboriginal peoples need not be entangled.

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3. GENERAL POLICY RECOMMENDATIONS

A scan of the discussions and findings reported by the workshops and five parallel sessions indicated there was broad agreement on a number of general policy recommendations to guide the future development of immigration policy in Canada.

"Provincial nominee programs should be significantly expanded both in terms of numbers and federal promotion."

- Given the increasing international competition for skilled workers, Canada has to be more active in recruiting immigrants.

- At the same time, Canada cannot afford to be overly preoccupied with seeking out only highly-skilled immigrants. As our past experience has made abundantly clear, immigrants with a willingness to work and with access to both public and industry training programs, can make a very positive contribution to the Canadian economy. Prior training should not be stressed to the exclusion of ability and potential.

- National immigration policy should promote a greater regional diffusion of immigration across the country.

"Governments, business, and professional associations need to cooperatively address the issues surrounding accreditation. The recognition of an immigrant's formal educational credentials and professional work experience is lagging."

- Provincial governments and the business community should be encouraged to play a greater role in both the recruitment of immigrants and ensuring that community supports are in place for new immigrants.

- Provincial nominee programs should be significantly expanded both in terms of numbers and federal promotion.

- More resources need to be committed to Canadian immigration offices abroad. Canadian officials may lack the resources they need to meet present demand much less the increased demand that would result if immigration targets were to be met, and if provincial needs were to be addressed more effectively.

- Above all else, there was a desire to foster a more visionary immigration policy. If, as Dr. Papademetriou predicted, population mobility is to be the issue of the 21st century, then Canada needs to return to the visionary leadership displayed by Sir Wilfrid Laurier at the dawn of the 20th century. In this instance, as in others, an inclusive sense of our past can be an instructive guide to our collective future.

- Governments, business, and professional associations need to cooperatively address the issues surrounding accreditation. The recognition of an immigrant's formal educational credentials and professional work experience is lagging. This creates barriers for immigrants and does not lead to maximizing their economic and social contributions to Canada.

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- Many participants felt that the benefits and facts about immigration need to be more aggressively encouraged, promoted, and communicated to Canadians. Public education on the benefits of immigration will lead to increased understanding and help overcome barriers to an expanded immigration initiative.

- Many workshops reported they felt the provinces need to play a larger role not only in recruiting and selecting immigrants, but in developing job and language training programs. It was argued that municipal governments have a role in immigration as well, by ensuring that local community needs and concerns are being addressed.

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4. SPECIFIC POLICY RECOMMENDATIONS

Many of the specific policy recommendations listed below emerged from individual speakers, from the workshop sessions, and from the various panel discussions. It is therefore difficult to determine if particular recommendations would have garnered a consensus from conference participants. Nonetheless, they provide, in the words of James Carr, a "feast of ideas" for an enriched immigration policy debate in Canada.

- Less should be made in policy terms and public debate about the distinction between family class and independent class immigrants. The distinction tends to understate the informal but still important economic contribution made by family class immigrants, who also contribute to the building of strong communities. Such communities in turn act as magnets for future immigration.

- Canadian immigration offices abroad should have well-marked website linkages to provincial sites. Minister Caplan referred to potential regional immigration sites as "Canada's wonderful secrets" which could be better promoted and unveiled through new information technologies.

- It should be easier for student visa holders to transfer to landed immigrant status. As one of the workshop sessions concluded, it is a "no-brainer" to realize that individuals studying in Canada constitute a natural, important, and attractive immigration pool.

- Corporations might be given visas to recruit temporary workers, provided that they guarantee employment support.

- Provincial government nominee programs could pick up individuals who "almost qualify," provided that they are prepared to guarantee social support.

- A new category of NAFTA visas could facilitate temporary workers from both the United States and Mexico.

- Tax holidays (federal, provincial or both) could be re-instituted for individuals who return to Canada after work or study abroad.

- Extra points could be given for prospective immigrants who pass the TOEFL.

- Provincial nominee programs have been successful, and need to be expanded to encompass more immigrants. The ceilings could be removed on provincial nominee programs.

- The Government of Canada should ensure a guaranteed processing time once all documents are in place.

- Immigration policy should do more than fill holes in the Canadian labour market. It should build on excellence by seeking out immigrants for those areas of the Canadian economy where we hold an international edge.

- It should be easier for workers on temporary visas and workers who have demonstrated a capacity to contribute to the Canadian economy to apply for landed immigrant status.

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- Canadian cities should become more involved in the recruitment of immigrants. *"Montreal International"* was mentioned as a possible role model for other Canadian cities.
- Wherever possible, Canadian visa officers should speak the local language.
- Immigration should be promoted as one of the "unifying myths" Canada needs in a period of rapid social and economic change.
- The contribution of immigration to cultural diversity, and the critically important role played by that diversity in the global economy, need to be conveyed more energetically to Canadians.
- Governments should not second-guess the business community when it comes to assessing the skill sets of potential immigrants.
- Issues of accreditation must be addressed as a significant barrier not only to immigration but also to the full economic integration of those who do immigrate to Canada.
- Unpaid work experience such as volunteerism and work in the home should be recognized in the selection process.
- Immigration application and landing fees should be reassessed.
- Too much weight may currently be placed on the ability to speak English or French prior to immigration.
- Francophone immigration into existing francophone communities in Manitoba and New Brunswick should be encouraged to strengthen francophone Quebecers' sense of connection with other regions of the country.
- The contribution of immigration should receive greater emphasis within the education system. If we do not fully incorporate the diversity and richness of our immigrant past, we will not define Canada in ways that new immigrants will recognize.
- Governments should be prepared to invest in the creation of small immigrant communities across Canada which, when a critical mass is attained, may well serve to attract future immigration.
- The selection process could consider assessing the family as a unit rather than focusing on one principal applicant. Skills and the potential to succeed in Canada do not reside in one person, but can be shared among different family members.

Beyond these specific recommendations, conference participants supported an expanded and vigorous national debate on immigration policy, one that moves beyond periodic crises with illegal immigration to consider the much broader impact of immigration on economic prosperity and demographic renewal.

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PIONEERS 2000: CONFERENCE WRAP-UP

At the last plenary of ***Pioneers 2000,*** *Dr. Roger Gibbins and Conference Chair Dr. Arthur Mauro provided delegates with their thoughts on what had been achieved, and the main themes and conclusions that participants had reached. What follows is an edited transcript of their remarks.*

1. Dr. Roger Gibbins, *President and CEO, Canada West Foundation*

I know how both the spirit and the body flag at this time in the afternoon, and I'll try to be as quick as I can in this summary. It's very difficult to summarize such a complex and rich event. Jim Carr referred to a "feast of ideas" and I think that is what we have had – a feast of ideas. Of course, in terms of a summary there are still a lot of ideas yet to come in. I was only in one of the parallel sessions, for example. So, we'll have to rely on other documents. But at a meeting like this, there is a need for some sense of closure, and therefore what I'd like to do is to try to give you a sense of where we've come from and what we've achieved.

It is not easy to measure the success of an event like this. The first thing you have to ask is "what did it do to the people who were here? Did it change us in some way? Do we see the world a little bit differently? Do we have information that we did not have before? Have our perspectives shifted in some way?" And I can certainly answer this in a personal sense and say "Yes. My own view of the world has changed. It's different now, and it's richer." But of course, changing us is not enough. The changes must ripple out in some way. That's what our own dissemination strategy is all about, in designing this conference and this event. So what do I mean by "ripple out?"

"My own view of the world has changed. It's different now, and it's richer. But of course, changing us is not enough. The changes must ripple out in some way. That's what our own dissemination strategy is all about, in designing this conference and this event."

We should not expect great crashing waves to come out of the conference that will somehow break against national immigration policy and change the character of the day. What a conference like this can do is to provide some pushes and some nudges. It can provide tools and ammunition for others who are making arguments about immigration policy and it can provide a sprinkling of new ideas and creativity. And I think all of this we have accomplished in the last day and a half.

In the opening comments to the conference, Lloyd Axworthy said we have lost the essence of what immigration is all about, and he went on to say that we need an antidote to the negativity associated with refugee problems. I think we have gone a long way to provide that antidote. So what did we say? Well, let me begin here by pointing out that we decided at the outset that we would not try to drive this meeting to a formal consensus. We decided we would not have votes. But nonetheless, I think we have agreed on some big themes and big issues. We can start, then, by referring to the title of the conference – ***Pioneers 2000.*** The intent was to try to take the contemporary immigration debate and link it back to the historical experience of Canada, particularly the historical experience of the Canadian West. And I would argue that we were very successful in making that connection, and the cameos we heard played a particularly important role in driving home that connection. So the theme worked. But also, as several First Nations speakers pointed out, our timeframe may have been a little bit short. We were looking at the past 100 years, and there was a suggestion that we really have to go further back to examine some of the first immigration agreements – the treaties.

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When we were planning the theme for ***Pioneers 2000,*** Winnipeg seemed like such an ideal site, given the role that Winnipeg played in the early settlement of the Canadian West. And, this was confirmed by the Angus Reid data. The ***Pioneers 2000*** theme did create some unease among people who were here about the selection criteria presently being used in Canadian immigration policy. However, we were grappling for some way of capturing the kind of spirit that drove earlier immigration and trying to find a way of building that into contemporary immigration policy. So while people do

not deny the need for technical training and expertise, there was a feeling somehow that the spirit, the motivation, had to be captured more effectively. This came up in the business panel this morning, when Art DeFehr made the point that we need a general immigration policy to bring in people who are motivated and committed to the new country. As he pointed out, about 2% of his hiring would fall under the targeted immigration policy and about 98% would entail people of character and motivation who can be trained and employed in Canada.

It was pointed out on several occasions that we must not lose sight of our past. But that past must be inclusive. And this means more than going from two founding peoples to three. If we don't fully incorporate the diversity and richness of our immigration past, we will not define Canada in ways that new immigrants will recognize. There was a broad recognition that Canada is in an increasingly competitive global market for human capital. This means that Canada cannot rest on its laurels. We must strive for excellence in the field of immigration as we have striven for excellence in other fields. And there was a general consensus that we are not doing enough, and that we are lapsing into what I would call the Canadian "disease" of complacency. It is not enough to assert that we are number one. We are in a rapidly changing world and those countries which sit still are lost. Angus Reid this morning pointed out some very encouraging generational data, and pointed out that public attitudes are changing significantly. But if we wait for this generational change to slowly grind through the population we're waiting too long, and longer than we can afford to wait. As Des Morton pointed out, Canada is not a country guaranteed a future. We have to work for it every day.

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In his conference wrap-up, Dr. Roger Gibbins stated that an expanded immigration initiative is clearly necessary, but it is far from a "slam dunk" in terms of public opinion. Immigration must be linked to other pressing issues such as productivity and the sustainability of social programs so Canadians can better understand the value of immigration.

One of the themes that came up was the need to link the debate on immigration policy to broader themes and issues in Canadian political life. We have, for example, a pervasive debate in Canada right now on the need for economic growth, and yet we don't link that back to immigration as explicitly as we could. As Art Mauro said in his opening comments, Laurier did that. Laurier talked about how the gates to prosperity will open when the gates to the country are opened. We have to make that link. We have to link immigration to the productivity debate in Canada. We hear an awful lot about Canada lagging in productivity. My argument would be that if you listen to the cameos – the recent immigrants and refugees who spoke to this conference – you have a pretty compelling case about the contribution of immigration to productivity. We have to link immigration to the demographic change that is transforming Canada, and to the debate over the sustainability of social programs. In short, if we are going to create a better immigration policy, these linkages are essential. If public opinion is to shift on immigration policy, it will shift because it is dragged by these other issues, not because people will change on the immigration issue alone.

We must also link the immigration and emigration debates. We must understand the common dynamic of people coming to and people leaving Canada. It is not enough to simply say, more people are coming in than are going out. To do so is to miss the "brain-drain" debate. To do so is to miss the chance to better understand the dynamics of immigration itself.

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not deny the need for technical training and expertise, there was a feeling somehow that the spirit, the motivation, had to be captured more effectively. This came up in the business panel this morning, when Art DeFehr made the point that we need a general immigration policy to bring in people who are motivated and committed to the new country. As he pointed out, about 2% of his hiring would fall under the targeted immigration policy and about 98% would entail people of character and motivation who can be trained and employed in Canada.

It was pointed out on several occasions that we must not lose sight of our past. But that past must be inclusive. And this means more than going from two founding peoples to three. If we don't fully incorporate the diversity and richness of our immigration past, we will not define Canada in ways that new immigrants will recognize. There was a broad recognition that Canada is in an increasingly competitive global market for human capital. This means that Canada cannot rest on its laurels. We must strive for excellence in the field of immigration as we have striven for excellence in other fields. And there was a general consensus that we are not doing enough, and that we are lapsing into what I would call the Canadian "disease" of complacency. It is not enough to assert that we are number one. We are in a rapidly changing world and those countries which sit still are lost. Angus Reid this morning pointed out some very encouraging generational data, and pointed out that public attitudes are changing significantly. But if we wait for this generational change to slowly grind through the population we're waiting too long, and longer than we can afford to wait. As Des Morton pointed out, Canada is not a country guaranteed a future. We have to work for it every day.

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Roger Gibbins

In his conference wrap-up, Dr. Roger Gibbins stated that an expanded immigration initiative is clearly necessary, but it is far from a "slam dunk" in terms of public opinion. Immigration must be linked to other pressing issues such as productivity and the sustainability of social programs so Canadians can better understand the value of immigration.

One of the themes that came up was the need to link the debate on immigration policy to broader themes and issues in Canadian political life. We have, for example, a pervasive debate in Canada right now on the need for economic growth, and yet we don't link that back to immigration as explicitly as we could. As Art Mauro said in his opening comments, Laurier did that. Laurier talked about how the gates to prosperity will open when the gates to the country are opened. We have to make that link. We have to link immigration to the productivity debate in Canada. We hear an awful lot about Canada lagging in productivity. My argument would be that if you listen to the cameos – the recent immigrants and refugees who spoke to this conference – you have a pretty compelling case about the contribution of immigration to productivity. We have to link immigration to the demographic change that is transforming Canada, and to the debate over the sustainability of social programs. In short, if we are going to create a better immigration policy, these linkages are essential. If public opinion is to shift on immigration policy, it will shift because it is dragged by these other issues, not because people will change on the immigration issue alone.

We must also link the immigration and emigration debates. We must understand the common dynamic of people coming to and people leaving Canada. It is not enough to simply say, more people are coming in than are going out. To do so is to miss the "brain-drain" debate. To do so is to miss the chance to better understand the dynamics of immigration itself.

The people in this room and at this conference support an expansion of immigration. The public opinion data, however, shows that this is far from a slam dunk in terms of a public policy initiative. The Canadian electorate is somewhere between wary and hostile to increased immigration, and therefore, a case must be made. There was, given the minister's appearance, some considerable discussion over the new Immigration Act and, in particular, her analogy of closing the "back door" in order to open the "front door." My sense of this gathering was that we had some frustration with this analogy, because we thought that it was focusing, in fact, too much on closing the back door and not enough of opening the front door. But we have to recognize that the government faces a very real strategic dilemma, reinforced by the public opinion data we saw today. If we don't close the back door, then we won't have the public opinion support to open the front door. And if we don't close the back door others will do it for us. Therefore, the message of this conference is not to berate the minister or the government for the imbalance of the new act, but rather to urge that more emphasis be placed on opening the front door.

A very common theme was the need to do more to market Canada other than the three big cities – to diffuse immigration across the country. We urged the federal government to do more. There was a sense of frustration that the federal government was not doing as much, but there was also a recognition that the provinces and others must do more, and the others include municipalities, particularly municipal organizations that are trying to position their own communities on the continental and global map. The survey data suggests that we have to replace the weather maps in people's minds with a new kind of attitudinal map. Right now, the expression that comes to mind is "another arctic front sweeps down from Winnipeg," whereas the Angus Reid data conveys a different kind of attitudinal map in terms of the receptivity of communities like Winnipeg.

Here I want to make a very quick aside on the Angus Reid data on Alberta – not to question the picture – but to point out an interesting fact. The portrait of Alberta that emerged from the Angus Reid data is clearly at odds with how Calgarians see themselves. Proportionately, Calgary is the third largest immigration community in Canada. It is considerably larger in terms of immigrant population than Winnipeg, Montreal, or Ottawa. So Calgarians see themselves very differently. The interesting thing about the Angus Reid data is that it shows the gulf between how people might see themselves, and how others portray them. Angus Reid's data might have been a surprise to Albertans, but obviously it was no surprise at all to people who were having breakfast. And so I think this gulf or this gap in public perceptions is something that must be addressed. And it also begs us to examine other gulfs in perception that may be out there in terms of how Canada and its regions are seen.

We must tackle the diffusion of immigration. But here Robert Greenhill made an interesting observation. He argued that we may do better at handling international immigration than we do in handling internal migration within Canada – that in fact, we are better in handling immigration than we are in handling regional diversity, regional disparity, and better by far than we are in handling the very large migration of aboriginal peoples into urban environments in the West and in Canada at large.

This conference has been successful because it has generated new ideas. There are simply too many ideas to even try to enunciate, and I will simply mention four that I have picked up that seem to to be important. There are many more ideas that will be woven into the conference report and woven into specific policy recommendations, but let me just mention four as an illustration. First, the argument was frequently made that government should not second-guess the business community in terms of the selection of people who are appropriately trained or motivated to work in Canada. Second, there was an argument that we should exploit one of our natural pools of immigration, and that is students who come to Canada to study. Why in the world do we make it difficult for students who have studied here to stay in the country? It seems like a no-brainer. People who have come here and who have survived the winter in Winnipeg know that it's also possible to live here, to thrive here,

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I would like to conclude my summary by going back to Art Mauro's opening comments. If it's true that population mobility is the issue of the 21st century, then Canada must be visionary. As Art Mauro's opening comments pointed out, Wilfrid Laurier was visionary. He showed that we were visionary in the past. I think that not only can we be visionary in the future, but we must be visionary in the future. And if we are not, we are simply going to be overtaken in this global competition.

"Today, we confront the challenges of the 21st century, where a declining natural growth rate in industrial nations has created an increased competition for people, the need for skills, the importance of expanding our domestic market, coupled with our sense of social responsibility to people who struggle for economic security. This is underlying the need to review our immigration policy."

Dr. Arthur Mauro
Pioneers 2000 Chair

2. Dr. Arthur Mauro, *Pioneers 2000 Conference Chair*

I simply want to see that it has been for me a privilege to act as your chair. I think it is important though, to note that the term was "Honourary Chair." Like honourary degrees, the title suggests that you have not necessarily earned that rank, but recognizes something that has occurred in the past. Sometimes it simply means that you have reached a certain age and you've survived. But in particular, it denotes that you weren't really the person in effectively bringing this all about. And that was clearly the situation here. You have met the others that have been the driving force – the engine – of this conference.

I started my participation a day or so ago by posing a few questions. I referred to the title of the conference – ***Pioneers 2000.*** Have we the confidence of the pioneer to identify opportunity and take risks? Do we have the faith of the pioneer that this country can be great and that this greatness will be reflected in our willingness to embrace people who differ from ourselves and who yearn for the life that Canada offers? And can we, in the year 2000, accept the challenge of making this land the bright new star of the west? As Roger Gibbins has said, I referred to the vision of Laurier to come share with us this land, our laws, our institutions, everything we have.

My sense after spending a day and a half with you is that those questions would all be answered in the affirmative. The challenge now is to take that affirmative sense and turn it into effective policy. Too frequently, conferences have an impact on the individuals who attend, but not necessarily on society after they have left. The acid test of ***Pioneers 2000*** will be whether or not a year from now we can look back and say "Something happened in Winnipeg on May 4, 5, and 6 and it had results."

I thank those who organized the conference and those who have participated in the conference – particularly you, ladies and gentlemen. We have had an outstanding conference, and I think we have advanced the cause of continuing to build a nation. Thank you very much. This conference is adjourned.

The people in this room and at this conference support an expansion of immigration. The public opinion data, however, shows that this is far from a slam dunk in terms of a public policy initiative. The Canadian electorate is somewhere between wary and hostile to increased immigration, and therefore, a case must be made. There was, given the minister's appearance, some considerable discussion over the new Immigration Act and, in particular, her analogy of closing the "back door" in order to open the "front door." My sense of this gathering was that we had some frustration with this analogy, because we thought that it was focusing, in fact, too much on closing the back door and not enough of opening the front door. But we have to recognize that the government faces a very real strategic dilemma, reinforced by the public opinion data we saw today. If we don't close the back door, then we won't have the public opinion support to open the front door. And if we don't close the back door others will do it for us. Therefore, the message of this conference is not to berate the minister or the government for the imbalance of the new act, but rather to urge that more emphasis be placed on opening the front door.

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I thank those who organized the conference and those who have participated in the conference – particularly you, ladies and gentlemen. We have had an outstanding conference, and I think we have advanced the cause of continuing to build a nation. Thank you very much. This conference is adjourned.

Pioneers
Pionniers

2000

A National Conference
on Canadian Immigration

Conférence nationale
sur l'immigration

APPENDICES

APPENDIX A: LIST OF CONFERENCE PARTICIPANTS AND STAFF

STEERING COMMITTEE

Asper, Gail
Chong, Gordon
DeFehr, Arthur
Gray, James K.
Hawkins, Kerry
Hill, Paul
Jedwab, Jack
Kroft, Senator Richard
Kunin, Roslyn
Landry, Aldéa
Mauro, Arthur (Chair)
McGonigal, Hon. Pearl
Roblin, Hon. Duff

ORGANIZING COMMITTEE

Carr, James *(BCM)*
Gibbins, Roger *(CWF)*
Stanners, Michèle *(CCU)*

SPECIAL KEYNOTE SPEAKERS

Axworthy, Hon. Lloyd
Caplan, Hon. Elinor
Doer, Hon. Gary
Duhamel, Hon. Ron
Murray, Glen
Papademetriou, Demetrios
Reid, Angus
Silverberg, Christine

SPEAKERS' MODERATORS

Hawkins, Kerry
Gibbins, Roger
Stanners, Michèle

PANELISTS

Abu-Laban, Baha
Atkinson, Joan
Bushie, Rod
Carr, James
Clement, Gerry
Cowan, Elaine
DeFehr, Arthur
DeVoretz, Don
Dyck, Adele
Frith, Rosaline
Greenhill, Robert
Jedwab, Jack
Kunin, Roslyn
Lang, Hon. Otto
McMichael, Bill
Morton, Desmond
Norton, Joseph
Papademetriou, Demetrios
Rankin, Ian
Reich, Bernard
Salutin, Rick
To, Lillian
Vineberg, Robert
Weeks, Steven
Zaifman, Ken

PANEL MODERATORS

Addy, George
Carr, James
Denton, Tom
Hirst, Nicholas
Jedwab, Jack
McGonigal, Hon. Pearl
Roblin, Hon. Duff

WORKSHOP FACILITATORS

Baldwin, Janet
Denton, Tom
Freeman, Kathleen
Good, Kristin
Mills, Allen
Ogrodnik, Peter
Penner, Tom
Stewart, David
Youngman Berdahl, Loleen

WORKSHOP NOTETAKERS

Nguyen, Jennifer
Cloutier, Alexis
Bateman, Kate
Carter, Stephanie
Pearson, Brian
Vodrey, Matthew
Vodrey, Chris
Birt, Graeme
Angus, Dan

CONFERENCE STAFF

Azmier, Jason *(CWF)*
Lamy, Gil *(CCU)*
MacFarlane, Susan *(CWF)*
Nowell, Carol *(BCM)*
Roach, Bob *(CWF)*
Vander Ploeg, Casey *(CWF)*
Wonnick, Gladys *(CWF)*
Zaremba, Lori *(CWF)*
Zimmer, Deborah *(BCM)*

CONFERENCE DELEGATES

Aglugub, Cris
Angus, David
Aucoin, Dougall

Badets, Jane
Balan, Bill
Balcha, Berhanu
Bampton, Diane
Bankimbaga, Emmanuel
Barkman, Deborah
Barrett, Becky
Bhabha, Mohammed
Bileski, Bern
Bird, Heather
Birkinshaw, Wendy
Bokhaut, Barry
Boldt, David
Boldt, Randy
Boucher, Daniel
Boucher, Diane
Brown, Marcia
Brygidyr, Sean
Buchwald, Harold
Buller, Edward

Carrasco, Jaime
Chang, Philip
Cherney, Darcy
Chohan, Rana Kaval
Cohen, Jerome

Davis, David
DeFehr-Tielmann, Tara
De Vries, Johann
De Vries, Lizzette
Dhillon, Jasjit
Dolin, Marty
Du, Joseph
Dyck, Werner

Eddy, Ertrice
Eliasson, Hugh

Farrell, Tom
Flynn, Sharon

Gabuna, Bob
Gallagher, Joe
Gerrard, Jon
Giesbrecht, Louise
Gordon, Rhonda

Halli, Shiva
Harper, Pat
Hecht, Evelyn
Henry, Jeff
Hérivault, Jean-Louis
Hooper, Sharon

Jacobson, Phyllis
Jewers, Judy
Johansen, Eric
Jones, Jason

Karasin, Keith
Kelly-Freake, Eileen
Kennedy, Karen
Kenny, Marilyn
Kirkby, Gordon
Kirkland, Alice
Klassen, Dale
Klassen, George
Korenbaum, Leo
Koslowsky, Ronald
Krochak, Peter

Lagace, Michel
Langlois, Claude
LeFrancois, Marc
Leung, Barbara
Loewen, Charles
Longhurst, John
Lozovsky, Nicolas
Luk, Eva

MacDonnell, Susan
MacDougall, Linda
Mack, Heather
Manness, Garth
Mantey, Rick
Mbabaali, Hamza
McNamee-Lamb, Bill
Mehzenta, Aaron
Melnicer, Ralph
Merie, Irene
Merrell, Scott
Miki, Arthur
Miki, Keiko
Munoz, Ximena

Nguyen, Van
Nickel, Janis
Norrie, Bill
Northcott, David
Nychek, John

O'Connor, Kathleen
Oh, Ken

Pagtakhan, Rey

Ramsay, Roger
Ryder, Sandy

Sai Ma, Calvin
Sandhu, Sudhir
Shah, Chandu
Sharma, Vijay
Silver, Bob
Silver, Judy
Soares, Fatima
Steiman, Gary
Stelman, Ursula
Stigant, Cathy
Strong, Rachael
Szwaluk, Leslic

Taylor, Chris
Thachuk, Jacqie
Thiessen, Klaus
Thompson, Judy
Todaschuk, Sylvia
Tonthat, Quanhai

Van Kessel, Gerry
Varasin, Keith
Vialard, Carlos
Villarba, Efren Herrera

Wachal, Karen
Watson, Beverley
Wilson, Anne
Woroch, Patricia
Woznow, Beverly

Yachnin, Ellen
Yereniuk, Roman

Zehr, Deb

APPENDIX B: FRIDAY WORKSHOPS

FACILITATOR Penner, Tom *NOTETAKER:* Nguyen, Jennifer	WORKSHOP #1				
	WORKSHOP DELEGATES:	Abu-Laban, Baha	Chang, Philip	MacDougall, Linda	Taylor, Chris
		Badets, Jane	Dyck, Werner	Manness, Garth	Woznow, Beverly
		Bampton, Diane	Giesbrecht, Louise	Munoz, Ximena	Yereniuk, Roman
		Bird, Heather	Lang, Hon. Otto	Shah, Chandu	
FACILITATOR: Baldwin, Janet *NOTETAKER:* Cloutier, Alexis	WORKSHOP #2				
	WORKSHOP DELEGATES:	Addy, George	Hérivault, Jean-Louis	MacDonnell, Susan	Stelman, Ursula
		Boldt, David	Hooper, Sharon	Mbabaali, Hamza	Woroch, Patricia
		Carrasco, Jaime	Kennedy, Karen	Miki, Arthur	Yachnin, Ellen
		Davis, David	Longhurst, John	Northcott, David	
FACILITATOR: Ogrodnik, Peter *NOTETAKER:* Bateman, Kate	WORKSHOP #3				
	WORKSHOP DELEGATES:	Birkinshaw, Wendy	Eliasson, Hugh	Merie, Irene	Van Kessel, Gerry
		Boucher, Diane	Flynn, Sharon	Ramsay, Roger	Weeks, Steven
		Clement, Gerry	Hawkins, Kerry	Thachuk, Jacqie	Zehr, Deb
		Dolin, Marty	Mantey, Rick	To, Lillian	
FACILITATOR: Stewart, David *NOTETAKER:* Carter, Stephanie	WORKSHOP #4				
	WORKSHOP DELEGATES:	Aglugub, Cris	Gallagher, Joe	Kirkby, Gordon	Norton, Joseph
		Atkinson, Joan	Henry, Jeff	Koslowsky, Ronald	Ryder, Sandy
		Buchwald, Harold	Hirst, Nicholas	Leung, Barbara	Todaschuk, Sylvia
		De Vries, Lizzette	Karasin, Keith	Nguyen, Van	Varasin, Keith
FACILITATOR: Youngman Berdahl, Loleen *NOTETAKER:* Pearson, Brian	WORKSHOP #5				
	WORKSHOP DELEGATES:	Aucoin, Dougall	Farrell, Tom	Melnicer, Ralph	Szwaluk, Leslie
		Bileski, Bern	Jedwab, Jack	Merrell, Scott	Thompson, Judy
		Brygidyr, Sean	Klassen, George	Nickel, Janis	Wilson, Anne
		Cohen, Jerome	McGonigal, Hon. Pearl	Salutin, Rick	Zaifman, Ken
FACILITATOR: Mills, Allen *NOTETAKERS:* Carol Nowell (am) Vodrey, Matthew (pm)	WORKSHOP #6				
	WORKSHOP DELEGATES:	Boldt, Randy	Frith, Rosaline	Lozovsky, Nicolas	Rankin, Ian
		Brown, Marcia	Kelly-Freake, Eileen	Le Francois, Marc	Sandhu, Sundhir
		DeFehr, Arthur	Kenny, Marilyn	Norrie, Bill	Thiessen, Klaus
		Bankimbaga, Emmanuel	Lagace, Michel	Oh, Ken	
FACILITATOR: Good, Kristin *NOTETAKERS:* Bob Roach (am) Birt, Graeme (pm)	WORKSHOP #7				
	WORKSHOP DELEGATES:	Balcha, Berhanu	DeVoretz, Don	Kirkland, Alice	Roblin, Hon. Duff
		Bokhaut, Barry	Dhillon, Jasjit	Loewen, Charles	Soares, Fatima
		Chohan, Rana Kaval	Harper, Pat	Nychek, John	Tonthat, Quanhai
		DeFehr-Tielmann, Tara	Johansen, Eric	Papademetriou, Demetrios	Watson, Beverley
FACILITATOR: Freeman, Kathleen *NOTETAKERS:* Susan MacFarlane (am) Vodrey, Chris (pm)	WORKSHOP #8				
	WORKSHOP DELEGATES:	Bhabha, Mohammed	Dyck, Adele	Korenbaum, Leo	Silver, Bob
		Bushie, Rod	Halli, Shiva	Kunin, Roslyn	Strong, Rachael
		Cherney, Darcy	Jewers, Judy	Langlois, Claude	Vialard, Carlos
		De Vries, Johann	Klassen, Dale	McNamee-Lamb, Bill	
FACILITATOR: Denton, Tom *NOTETAKER:* Angus, Dan	WORKSHOP #9				
	WORKSHOP DELEGATES:	Asper, Gail	Gabuna, Bob	Mack, Heather	Sai Ma, Calvin
		Barkman, Deborah	Hecht, Evelyn	McMichael, Bill	Silver, Judy
		Buller, Edward	Jacobson, Phyllis	Mehzenta, Aaron	Vineberg, Robert
		Eddy, Ertrice	Krochak, Peter	O'Connor, Kathleen	Wachal, Karen

APPENDIX C: SATURDAY PARALLEL SESSIONS

PARALLEL SESSION #1: *Settlement Policy and Practice*

SESSION PANELISTS: Abu-Laban, Baha; Dyck, Adele; Frith, Rosaline

PANEL MODERATOR: Denton, Tom

WORKSHOP FACILITATOR: Denton, Tom

WORSKHOP NOTETAKER: Birt, Graeme

SESSION DELEGATES:

Badets, Jane; Balcha, Berhanu; Bankimbaga, Emmanuel; Barrett, Becky; Chang, Philip; Dhillon, Jasjit; Eddy, Ertrice; Jones, Jason; Kelly-Freake, Eileen; Leung, Barbara; Luk, Eva; Melnicer, Ralph; Miki, Keiko; Northcott, David; Ramsay, Roger; Ryder, Sandy; Soares, Fatima; Szwaluk, Leslie; Thachuk, Jacqie; Todaschuk, Sylvia; Tonthat, Quanhai

PARALLEL SESSION #2: *Federal-Provincial Immigration Agreements*

SESSION PANELISTS: Clement, Gerry; Carr, Jim; Zaifman, Ken; Atkinson, Joan

PANEL MODERATOR: Addy, George

WORKSHOP FACILITATOR: Youngman Berdahl, Loleen

WORSKHOP NOTETAKER: Bateman, Kate

SESSION DELEGATES:

Asper, Gail; Aucoin, Dougall; Balan, Bill; Bird, Heather; Birkinshaw, Wendy; Boldt, Randy; Davis, David; Flynn, Sharon; Hecht, Evelyn; Johansen, Eric; Karasin, Keith; Kennedy, Karen; Nickel, Janis; O'Connor, Kathleen; Oh, Ken; Pagtakhan, Rey; Steiman, Gary; Stelman, Ursula; Thompson, Judy; Woroch, Patricia

PARALLEL SESSION #3: *International Experience*

SESSION PANELISTS: Reich, Bernard; Papademetriou, Demetrios; Weeks, Steven

PANEL MODERATOR: Roblin, Hon. Duff

WORKSHOP FACILITATOR: Ogrodnik, Peter

WORSKHOP NOTETAKER: Vodrey, Chris

SESSION DELEGATES:

Buller, Edward; Carrasco, Jaime; Chohan, Rana Kaval; Cohen, Jerome; Dyck, Werner; Freeman, Kathleen; Halli, Shiva; Henry, Jeff; Jewers, Judy; MacDougall, Linda; Mbabaali, Hamza; Norrie, Bill; Vialard, Carlos; Yereniuk, Roman

PARALLEL SESSION #4: *Policy Reality on the Ground*

SESSION PANELISTS: To, Lillian; McMichael, Bill; Rankin, Ian; Vineberg, Robert

PANEL MODERATOR: Jedwab, Jack

WORKSHOP FACILITATOR: Good, Kristin

WORSKHOP NOTETAKER: Stephanie Carter

SESSION DELEGATES:

Baldwin, Janet; Brown, Marcia; Buchwald, Harold; Dolin, Marty; Farrell, Tom; Gordon, Rhonda; Lagace, Michel; Mack, Heather; Merrell, Scott; Miki, Arthur; Nguyen, Van; Nychek, John; Sandhu, Sudhir

PARALLEL SESSION #5: *Role of the Business Community*

SESSION PANELISTS: Greenhill, Robert; DeFehr, Arthur; Cowan, Elaine

PANEL MODERATOR: Hirst, Nicholas

WORKSHOP FACILITATOR: Mills, Allen

WORSKHOP NOTETAKER: Cloutier, Alexis

SESSION DELEGATES:

Bampton, Diane; Bhabha, Mohammed; Bokhaut, Barry; Cherney, Darcy; DeFehr-Tielmann, Tara; Gabuna, Bob; Giesbrecht, Louise; Jacobson, Phyllis; Kenny, Marilyn; Kirkby, Gordon; Korenbaum, Leo; Kunin, Roslyn; Lozovsky, Nicolas; Mehzenta, Aaron; Merie, Irene; Stigant, Cathy; Strong, Rachael; Thiessen, Klaus; Wachal, Karen; Watson, Beverley; Wilson, Anne; Woznow, Beverly; Yachnin, Ellen

APPENDIX D: CONFERENCE AGENDA

Thursday May 4th

7:30 – 10:00 PM **RECEPTION AND SPECIAL EVENT** ***(Cash Bar)***
Crowne Plaza Hotel, Commonwealth Ballroom

WELCOME:
Mr. James Carr
Business Council of Manitoba

KEYNOTE SPEAKERS:
Hon. Ron Duhamel
Secretary of State, Western Economic Diversification and Francophonie

Hon. Gary Doer
Premier of Manitoba

Mr. Glen Murray
Mayor of Winnipeg

Friday May 5th

7:30 – 8:30 AM **BREAKFAST AND REGISTRATION**
Convention Centre, East Concourse Rooms 3 & 4

8:45 – 9:00 AM **OPENING REMARKS**
Convention Centre, Lecture Auditorium

Hon. Lloyd Axworthy
Minister of Foreign Affairs

Dr. Arthur Mauro
Conference Chair

9:00 – 9:50 AM **PLENARY:**
Morning Keynote Address
Convention Centre, Lecture Auditorium

Dr. Demetrios Papademetriou
Co-Director, International Migration Policy Program, Carnegie Endowment for International Peace

9:50 – 10:00 AM **COFFEE BREAK**

10:00 – 10:50 AM **PANEL:**
Immigration and the Economy
Convention Centre, Lecture Auditorium

Dr. Roslyn Kunin
Director, The Laurier Institute

Dr. Don DeVoretz
Economist, Simon Fraser University

Hon. Otto Lang
Consultant, former federal Cabinet Minister

Mr. James Carr (Moderator)
Business Council of Manitoba

11:00 AM– 12:20 PM **WORKSHOP:**
Immigration and the Economy
Convention Centre, West Concourse

12:30 – 1:50 PM **LUNCH AND KEYNOTE SPEAKER**
Convention Centre, East Concourse, Rooms 3 & 4

Hon. Elinor Caplan (Keynote Speaker)
Minister of Citizenship and Immigration Canada

Mr. Kerry Hawkins (Moderator)
Cargill Limited

2:00 – 3:00 PM **PANEL:**
Nation-Building, Social Integration and Tensions
Convention Centre, Lecture Auditorium

Dr. Desmond Morton
Executive Director, McGill Centre for the Study of Canada

Dr. Jack Jedwab
L'Association d'études Canadiennes

Grand Chief Joseph Norton
Mohawk Council of Kahnawake

Grand Chief Rod Bushie
Grand Chief, Assembly of Manitoba Chiefs

Mr. Rick Salutin
Journalist

Hon. Pearl McGonigal (Moderator)
Former Lieutenant-Governor of Manitoba

3:10 – 5:00 PM **WORKSHOP:**
Nation-Building, Social Integration & Tensions
Convention Centre, West Concourse

6:00 – 6:30 PM **RECEPTION** ***(Cash Bar)***
Crowne Plaza Hotel, Commonwealth Ballroom

6:30 – 10:00 PM **DINNER AND LIVE ENTERTAINMENT**
Crowne Plaza Hotel, Commonwealth Ballroom
(Special Guest Appearance)

Saturday May 6th

7:30 – 8:45 AM **BREAKFAST AND KEYNOTE SPEAKER**
Convention Centre, East Concourse Rooms 3 & 4

Dr. Angus Reid
The Angus Reid Group

Roger Gibbins (Moderator)
President and CEO, Canada West Foundation

9:00 – 9:45 AM **PLENARY:**
Workshop Reports
Convention Centre, Lecture Auditorium

9:45 – 10:00 AM **COFFEE BREAK**

10:00 – 11:00 AM **PARALLEL SESSIONS**
Convention Centre, West Concourse (Rooms TBA)

Settlement Policy & Practice

Ms. Adele Dyck
DFT International Inc.

Ms. Rosaline Frith
Director General, Integration, Citizenship & Immigration Canada

Dr. Baha Abu-Laban
Prairie Centre of Excellence for Research on Immigration

Dr. Tom Denton (Moderator)
Citizenship Council of Manitoba

Federal-Provincial Immigration Agreements

Mr. Gerry Clement
Department of Labour & Multiculturalism (Manitoba)

Mr. Ken Zaifman
Zaifman Associates

Mr. James Carr
Business Council of Manitoba

Ms. Joan Atkinson
Citizenship & Immigration Canada

Mr. George Addy (Moderator)
Advacon Inc.

International Experience

Dr. Bernard Reich
Political Science & International Affairs, George Washington University

Mr. Steven Weeks
Australian High Commission, Ottawa

Dr. Demetrios Papademetriou
Co-Director, International Migration Policy Program, Carnegie Endowment for International Peace

Hon. Duff Roblin (Moderator)
Former Premier of Manitoba

Policy Reality on the Ground

Ms. Lillian To
SUCCESS

Mr. Ian Rankin
Canadian Consul, Los Angeles, CA

Dr. Bill McMichael
UBC Ritsumeikan Academic Exchange

Mr. Robert Vineberg
Citizenship & Immigration Canada

Dr. Jack Jedwab (Moderator)
L'Association d'études Canadiennes

The Role of the Business Community

Mr. Robert Greenhill
Bombardier Inc.

Ms. Elaine Cowan
Anokiiwin

Mr. Arthur DeFehr
Palliser Furniture

Mr. Nicholas Hirst (Moderator)
Winnipeg Free Press

11:00 AM – 12:00 PM **WORKSHOP DISCUSSIONS**
Winnipeg Convention Centre
West Concourse (Rooms TBA)

12:15 – 1:45 PM **LUNCH AND KEYNOTE SPEAKER**
Convention Centre, East Concourse, Rooms 3 & 4

Christine Silverberg
Calgary Chief of Police

Ms. Michèle Stanners (Moderator)
Council for Canadian Unity

2:00 – 3:00 PM **PLENARY:**
Workshop Reports
Convention Centre, Lecture Auditorium

3:00 – 4:00 PM **PLENARY:**
Conference Wrap-Up
Convention Centre, Lecture Auditorium

Dr. Roger Gibbins
President and CEO, Canada West Foundation

Dr. Arthur Mauro
Conference Chair

APPENDIX E: PIONEERS 2000 SUPPORTERS

The organizers gratefully acknowledge the following for their generous support of the ***Pioneers 2000*** *Conference.*

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